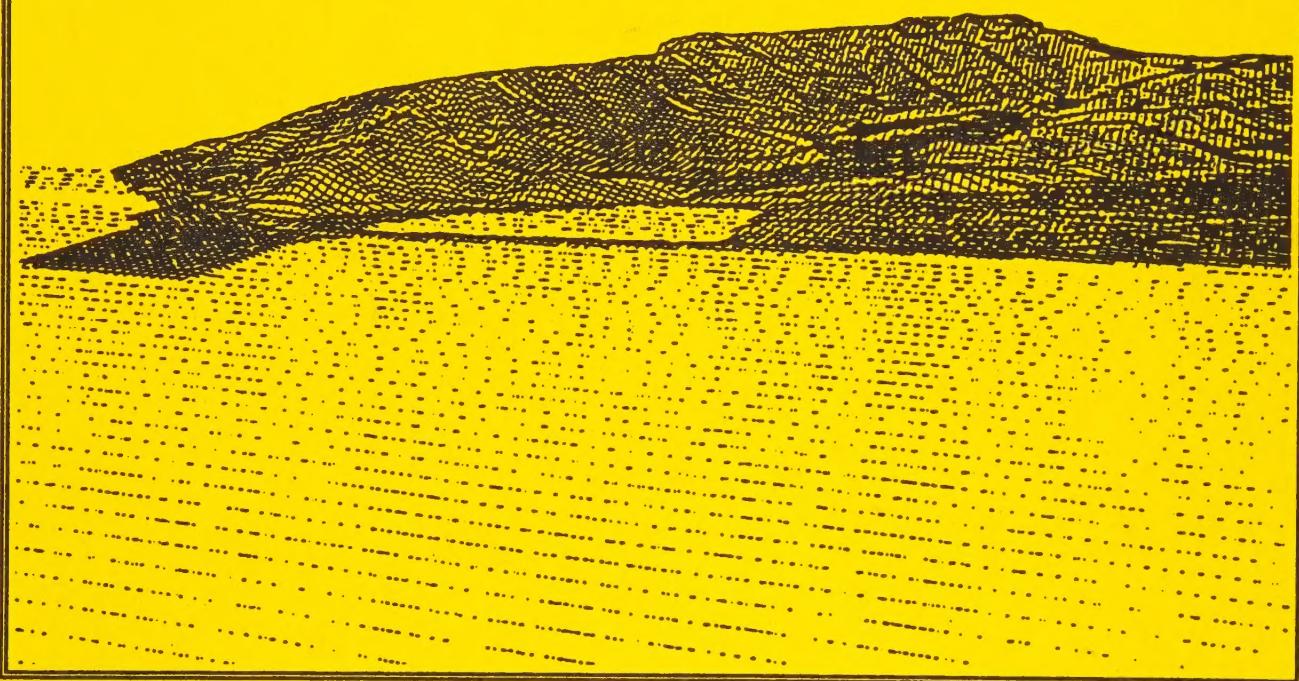


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RESOLUTION NO. 94-22

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY
OF BRISBANE, STATE OF CALIFORNIA, CERTIFYING
THE ENVIRONMENTAL IMPACT REPORT FOR THE
1994 GENERAL PLAN**

WHEREAS, the City of Brisbane, as lead agency, prepared a Draft Environmental Impact Report ("DEIR") for the proposed 1994 General Plan for the City of Brisbane ("the Project"); and

WHEREAS, the completion of the DEIR was duly noticed and the DEIR was circulated for review and comment pursuant to the California Environmental Quality Act ("CEQA") and the State CEQA Guidelines; and

WHEREAS, the DEIR was provided to numerous federal, state, county, regional, and local agencies, as well as members of the public, through the State Clearinghouse, direct mail, and availability for review at City offices, public libraries, and other City depositories; and

WHEREAS, all comments received during the 45-day review period were compiled, responded to, and included in the Final Environmental Impact Report ("FEIR") for the Project; and

WHEREAS, the Planning Commission of the City of Brisbane considered the FEIR at a special meeting on May 10, 1994 and a regular meeting on May 16, 1994, at which all interested persons were given an opportunity to be heard; and

WHEREAS, on May 16, 1994, the Planning Commission adopted Resolution No. 94-2 recommending to the City Council that the FEIR be certified; and

WHEREAS, the City Council reviewed the FEIR at special meetings on May 31, June 5 and June 21, 1994, at which all interested persons were given a further opportunity to be heard; and

WHEREAS, the City Council has duly considered the FEIR, the minutes of proceedings thereon conducted by the Planning Commission, and the oral and documentary evidence presented at the meeting.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Brisbane as follows:

1. The City Council certifies that:

- (a) The Final Environmental Impact Report for the 1994 General Plan has been completed in compliance with CEQA and the State Guidelines adopted pursuant thereto; and
- (b) The Final Environmental Impact Report for the 1994 General Plan was presented to the City Council and the City Council has reviewed and considered the information contained in the FEIR prior to approving the Project; and
- (c) The City Council has independently reviewed and analyzed the Final Environmental Impact Report for the 1994 General Plan and hereby finds and determines that the FEIR reflects the independent judgment of the City Council.

2. The City Council hereby incorporates the FEIR into this Resolution by reference.

PASSED AND ADOPTED at a special meeting of the City Council of the City of Brisbane held on the 21st day of June, 1994, by the following vote:

AYES: Councilmembers Conway, Miller, Panza, Waldo, Mayor Johnson

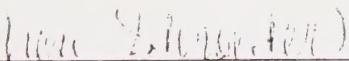
NOES: None

ABSENT: None



Clara A. Johnson, Mayor

ATTEST:



Sheri Schroeder, Deputy City Clerk

RESOLUTION NO. 94-23

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY
OF BRISBANE, STATE OF CALIFORNIA, MAKING
CERTAIN FINDINGS REGARDING THE
ENVIRONMENTAL IMPACT REPORT FOR THE 1994
GENERAL PLAN AND ADOPTING A MITIGATION
MONITORING PROGRAM**

WHEREAS, the City Council has adopted Resolution No. 94-22 certifying the Final Environmental Impact Report ("FEIR") for the 1994 General Plan for the City of Brisbane ("the Project"); and

WHEREAS, the FEIR has identified potentially significant effects on the environment that may be created by the approval and implementation of the Project; and

WHEREAS, the California Environmental Quality Act ("CEQA") and the State Guidelines adopted pursuant thereto, require the City to make specific findings prior to approval of the Project when one or more potentially significant environmental effects has been identified in the FEIR; and

WHEREAS, the City Council has found and determined that all of the potentially significant environmental effects either: (i) have been avoided or substantially lessened through the adoption of mitigation measures; or (ii) require mitigation by another public agency having jurisdiction, which can and should adopt such measures; or (iii) cannot feasibly be avoided or mitigated but do not prevent approval of the Project because of overriding considerations, as more fully set forth below,

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Brisbane as follows:

1. The City Council hereby finds and determines that implementation of the Project may have significant effects on the environment, as summarized in the "Findings Regarding Mitigated Environmental Effects" attached hereto as Exhibit "A" and incorporated herein by reference, and as identified and more completely described in the FEIR. The City Council further finds and determines that the mitigation measures to be adopted for each of the significant environmental effects, as described in Exhibit "A," will serve to avoid the effect or to substantially lessen the effect to a level of insignificance.

2. The City Council hereby finds and determines that implementation of the Project may have certain significant and unavoidable effects relating to traffic at intersections outside the City limits, noise from aircraft overflights, and regional air quality, as summarized in the "Findings Regarding Unavoidable Traffic, Noise, and Air Quality Impacts" attached hereto as

Exhibit "B" and incorporated herein by reference, and as identified and more completely described in the FEIR. The City Council further finds and determines that the mitigation measures required to avoid or substantially lessen these effects are within the responsibility and jurisdiction of other public agencies, which can and should adopt and implement such measures, and it is not feasible or possible for the City of Brisbane, acting alone, to mitigate these effects to a level of insignificance. To the extent that other public agencies cannot or will not implement mitigation measures, and to the extent that mitigation by the City is not feasible or possible because of economic, social or other considerations, the City Council finds and determines that approval of the Project is nevertheless justified because the benefits of the Project will outweigh the negative impacts for the reasons described in the "Statement of Overriding Considerations" attached hereto as Exhibit "C" and incorporated herein by reference.

3. Implementation of the mitigation measures described in Exhibit "A" shall be monitored through the "Mitigation Monitoring Program" set forth in Exhibit "D," attached hereto and incorporated herein by reference. Such Mitigation Monitoring Progarm is hereby approved and adopted.

4. Upon approval of the Project, the City Council hereby authorizes and directs that a Notice of Determination be prepared and filed in the manner prescribed by CEQA.

PASSED AND ADOPTED at a special meeting of the City Council of the City of Brisbane held on the 21st day of June, 1994, by the following vote:

AYES: Councilmembers Conway, Miller, Panza, Waldo, Mayor Johnson

NOES: None

ABSENT: None

Clara A. Johnson, Mayor
Clara A. Johnson, Mayor

ATTEST:

Sheri Schroeder)

Sheri Schroeder, Deputy City Clerk

EXHIBIT "A"

FINDINGS REGARDING MITIGATED ENVIRONMENTAL EFFECTS

- 2 -

Background:

The City Council proposes to adopt the 1994 General Plan for the City of Brisbane ("the Project"). As required by the California Environmental Quality Act ("CEQA") a Program Environmental Impact Report was prepared for the Project. The Final Environmental Impact Report ("FEIR") has been certified by the City Council as having been prepared in compliance with CEQA and the State Guidelines adopted pursuant thereto. The FEIR has identified certain significant effects upon the environment that may occur as a result of the Project. However, with the adoption and implementation of the mitigation measures described below, these potential effects can be avoided or substantially reduced to the level of insignificance.

1. IMPACTS FROM SPECIFIC PROJECTS:

Effects: The FEIR determined that specific projects to be developed in conformance with the 1994 General Plan have the potential to generate project-specific impacts upon the following localized environmental sensitivities identified in the FEIR: biotic resources; topography/geology/soils; water resources/drainage; cultural resources; visual impacts; public safety; noise. Project-specific impacts would be identified during the CEQA review of specific development proposals and project-specific mitigation measures would be determined at that time.

Mitigation Measures: The FEIR determined that environmental impacts from specific projects can generally be mitigated to a level of insignificance through implementation of the policies and programs contained in the 1994 General Plan. Project-specific mitigations must be consistent with the guidance provided by the Plan. Mitigation measures incorporated in the 1994 General Plan as policies and programs are set forth in Volume II of the Draft EIR, Chapter V, and are further detailed in the Mitigation Monitoring Program set forth in Exhibit "D" attached to this Resolution.

2. POPULATION, EMPLOYMENT AND FISCAL IMPACTS:

Effects: The FEIR determined that adverse economic impacts on the City could result from land use intensification under the 1994 General Plan if the funds collected from development are insufficient to pay for the increases in public services, infrastructure, or other types of mitigation.

Mitigation Measures: Policies and programs have been incorporated into the 1994 General Plan requiring developers to pay the full cost of infrastructure and other physical mitigation measures, as set forth in Volume II of the Draft EIR, Chapter V, and further detailed in the Mitigation Monitoring Program set forth in Exhibit "D" attached to this Resolution.

3. TRANSPORTATION AND CIRCULATION:

Effects: The 1994 General Plan includes a performance standard for levels of service in the circulation system: LOS D for all intersections in the City, except for the intersections at San Bruno Avenue and Bayshore Boulevard and Old County Road / Tunnel Avenue and Bayshore Boulevard, for which the performance standard is LOS C. This performance standard defines when traffic impacts must be mitigated. The EIR traffic analysis estimates that the cumulative impacts of subregional growth and the effects of the Project would bring four intersections within the City's jurisdiction to or below LOS D.

Mitigation Measures: The potential traffic impacts at all of the intersections within the City can be mitigated to achieve the City's performance standards through implementation of the measures identified in the traffic analysis, as shown in Table IA-6 of the Draft EIR. Policies and programs are contained in the 1994 General Plan to require mitigation in order to attain the City's performance standards and to establish the mechanisms for contribution to the mitigation measures, both in terms of construction of physical improvements and payment of traffic impact fees. Mitigation measures are set forth in Volume II of the Draft EIR, Chapter V, and further detailed in the Mitigation Monitoring Program set forth in Exhibit "D" attached to this Resolution.

EXHIBIT "B"

FINDINGS REGARDING UNAVOIDABLE TRAFFIC, NOISE, AND AIR QUALITY IMPACTS

A. TRAFFIC IMPACTS.

Background:

The proposed 1994 General Plan will adopt a Level of Service of "D" for all intersections in the City except the intersections at San Bruno Avenue and Bayshore Boulevard and Old County Road / Tunnel Avenue at Bayshore Boulevard, for which a Level of Service of "C" will be adopted. The FEIR has established that potential traffic impacts created by the Project on all intersections within the City limits of Brisbane can be mitigated to the applicable Level of Service standard for each intersection. However, the Project may cause traffic impacts to intersections located in adjacent cities, particularly South San Francisco and Daly City.

Mitigation By Other Agencies:

The FEIR has determined that the construction and installation of various improvements at intersections located outside of the City limits will mitigate the impacts of the Project and avoid degradation in the Level of Service below the City's performance standards. However, the City of Brisbane does not have unilateral authority or jurisdiction to implement mitigation measures for intersections located outside of the City limits. While the City can, as a condition of approval, require a project developer to construct traffic improvements for such intersections in order to mitigate the potential impacts of development, such measures cannot be implemented without the consent and participation by the adjacent jurisdictions. Such other agencies can and should allow the mitigation measures to be performed, but in the absence of such agreement and cooperation, the potential degradation of traffic Level of Service must be considered a significant, unavoidable adverse effect.

Statement of Overriding Considerations:

Notwithstanding the potential unavoidable effect of the Project with regard to traffic impacts, as described above, approval of the Project is justified by reason of the overriding considerations set forth in Exhibit "C" attached as part of this Resolution.

B. NOISE IMPACTS.

Background:

Overflights from the San Francisco International Airport generate single-event noise impacts well in excess of community noise standards. These overflights occur randomly across the entire City. In community surveys, citizens identified aircraft overflights as the most significant noise to be reduced. Implementation of the 1994 General Plan may subject additional residents and businesses to random and significant noise impacts.

Mitigation By Other Agencies:

Aircraft flight paths are regulated by the FAA. Federal law has pre-empted any local regulation related to the determination of routes to be used by aircraft in flight. The ability to control this impact is therefore within the responsibility and jurisdiction of the FAA. To the extent that the FAA allows such aircraft to fly over the City of Brisbane, the noise created by these overflights would be considered a significant adverse effect which the City is unable to mitigate to a level of insignificance.

Statement of Overriding Considerations:

Notwithstanding the potential unavoidable effect of the Project with regard to noise impacts, as described above, approval of the Project is justified by reason of the overriding considerations set forth in Exhibit "C" attached as part of this Resolution.

C. AIR QUALITY IMPACTS.

Background:

The City of Brisbane is located in the San Francisco Bay air basin, a non-attainment basin for ozone, carbon monoxide and PM10. Implementation of the Project will generate increased vehicle trips and vehicle miles traveled, leading to increases in air emissions in a non-attainment air basin. Project-generated traffic may also result in violations of the federal carbon monoxide standard during the A.M. peak hour. Impacts can be mitigated in Brisbane by improving the Level of Service and/or reducing the number of trips and the traffic volume. However, even with the maximum feasible implementation of the street and intersection improvements and trip reduction measures contemplated by the 1994 General Plan as well as compliance with the

provisions of the BAAQMD Clean Air Plan, the regional cumulative impacts cannot be mitigated to a level of insignificance. Any contribution to air emissions in a non-attainment air basin, no matter how minimal, is considered a cumulatively significant impact

Mitigation by Other Agencies:

The City of Brisbane alone does not have the authority or the financial capacity to implement the broad-reaching transportation system measures that would affect other jurisdictions in the basin in order to reduce the basin-wide emissions. Achievement of improvement in air quality will require not only the mitigation measures contained in the Project, but also the mitigation measures imposed by other public agencies and jurisdictions.

Statement of Overriding Considerations:

Notwithstanding the potential unavoidable effect of the Project with regard to air quality impacts, as described above, approval of the Project is justified by reason of the overriding considerations set forth in Exhibit "C" attached as part of this Resolution.

EXHIBIT "C"

STATEMENT OF OVERRIDING CONSIDERATIONS

It is not possible or feasible for the City to mitigate the potential unavoidable traffic, noise, and air quality impacts described in Exhibit "B" since the action required to do so is beyond the jurisdiction and control of the City. For example, the City cannot construct intersection improvements within the jurisdictional boundaries of another public agency when that agency does not approve or desire the work to be done. The City cannot regulate or control the flight path of aircraft departing from San Francisco International Airport and require such aircraft to follow departure routes that avoid overflights of Brisbane. And the City cannot control the air emissions that may be generated from activities and land uses located beyond its jurisdictional boundaries, but instead must rely upon regional enforcement agencies to perform this task.

Aside from the inability of the City to mitigate the potential impacts described in Exhibit "B," the benefits of the proposed Project, adoption of the 1994 General Plan, will outweigh any unavoidable adverse environmental effects. This finding is based upon the following considerations:

1. The City of Brisbane is required, by Sections 65300 et. seq. of the Government Code, to adopt and maintain a comprehensive, long-term plan for the physical development of the City and any land outside its boundaries which bears a relation to its planning. In addition, State law requires that many decisions that are made by City government be considered for consistency with the General Plan. Adoption of the 1994 General Plan will enable compliance with these legal mandates and will provide the data base and statement of policies to guide decision-making through the year 2004.
2. The 1994 General Plan contains provisions that establish the basis for numerous benefits to be derived by the community, including, but not limited to, long-term preservation and maintenance of sensitive eco-systems, open space and aquatic resources; improved transportation and circulation systems, including provisions for public transit and other alternatives to the use of the automobile; enhanced public facilities and programs; improvements of infrastructure; new sources of employment and income to the City; and contributions to meet the housing needs of all segments of the community, especially for low-and-moderate income households.
3. The 1994 General Plan is the environmentally superior alternative. The FEIR has determined that the 1994 General Plan has fewer adverse impacts and more beneficial impacts than the other alternatives analyzed. The 1994 General Plan is also environmentally superior because it contains a stronger policy basis to assure that the environmental impacts of land use change are adequately mitigated.

EXHIBIT "D"

MITIGATION MONITORING PROGRAM

Background:

Section 21081.6 of the Public Resources Code requires an agency to adopt a mitigation reporting or monitoring program when the agency makes findings that certain mitigation measures, if implemented, will avoid or substantially lessen the potential environmental effects of a proposed project. In compliance with this requirement, the mitigation monitoring program set forth below shall be followed to insure implementation of the mitigation measures that will serve to avoid the potential effects described in Exhibit "A," or substantially lessen such effects to the level of insignificance.

Mitigations for the Impacts of Specific Development Proposals:

The EIR has identified significant effects that could potentially occur from specific development proposals constructed in conformance with the 1994 General Plan. The EIR identifies the localized hazards and environmental sensitivities that may be affected by these specific development proposals.

Project-specific impacts will be determined during the CEQA review of specific development proposals. Project-specific mitigations, likewise, will be determined at that time. The mitigations must be in conformance with the performance standards and other policies contained in the 1994 General Plan.

The EIR determined that many of the policies and programs in the 1994 General Plan establish performance and capacity standards, define thresholds for review, or otherwise provide guidance for determining appropriate measures to mitigate the potential impacts from individual projects. These measures are identified in Chapter V of the DEIR, Volume II. Mitigation measures are also contained in the additional policies and programs listed on pages vii-xii of the FEIR. The following charts detail key policies contained in the Plan for each environmental factor that may be affected.

Monitoring the Mitigation Measures for Specific Development Proposals:

General administration and management of the mitigation monitoring program shall be the responsibility of the Planning Department of the City of Brisbane. The responsibility throughout the monitoring effort will be to assure implementation and enforcement of the policies and programs contained in the 1994 General Plan that are intended to mitigate the potential significant effects on the environment of specific development proposals. The City shall also communicate the guidance provided by these policies and programs to other jurisdictions, agencies and districts with authority to approve and implement projects within the Planning Area of the project.

Regulatory Agencies

Federal and State laws delegate to various regulatory agencies jurisdiction over certain environmental resources and hazards within the project area. In these instances, the regulatory agencies serve as lead agencies under CEQA and both identify the impacts and establish the mitigation measures for projects under their jurisdiction. For potential impacts under the jurisdiction of regulatory agencies, the designated agencies will monitor the mitigation measures.

Habitat Conservation Plan

Mitigation measures for potential impacts of individual development proposals on biological resources protected by the San Bruno Mountain Habitat Conservation Plan (HCP) are monitored by the County of San Mateo, which serves as the Plan Operator for the HCP. The HCP requires landowners/applicants to provide funding for the Plan Operator to monitor activities associated with the project. Activities subject to regulation and monitoring may include, but are not limited to, grading, erosion and drainage control, and restoration and revegetation of disturbed areas. Mitigation measures may also include the contribution of funding to the Plan Operator for the purpose of eliminating and controlling the spread of exotic plant species that invade and threaten the habitat.

The City of Brisbane

The City of Brisbane is responsible for monitoring mitigation measures within its jurisdiction and authority. Monitoring will generally take place at various stages of the development process, starting from the initial issuance of the permit (to insure that appropriate mitigation measures are included as conditions of approval), then at the time of plancheck (to insure that the required mitigation measures have been properly incorporated into the design), then during the project construction stage (to insure that the required measures are, in fact, implemented), and sometimes continuing after the project is completed (if compliance with the mitigation measure is an ongoing responsibility of the developer and the future occupants of the site). Verification of compliance will be determined by whatever means may be appropriate to the individual mitigation measure, including site inspections, periodic reports, and, in the case of matters involving specialized knowledge, investigations by independent experts and consultants retained by the City. The granting of a project approval subject to mitigation measures should include a condition requiring the applicant to pay all costs and expenses that may be incurred for the monitoring program that is adopted to insure that such measures are implemented.

Mitigation Measures Incorporated into the Project

The attached charts identify by policy and program number the key mitigation measures that are incorporated into the Project and indicate the parties responsible for monitoring such mitigation measures, as follows:

RA=Regulatory Agencies

CSM=County of San Mateo (HCP)

B=City of Brisbane

ENVIRONMENTAL SENSITIVITY		MITIGATION MEASURES / POLICIES/PROGRAMS	MONITORS
Water Resources/Drainage			
	Identification	1, 111.1, 12a, 130e, 154, 154b, H16a, 226, 246a, 329, 329.1, 376	B
	Analysis	130a, 130b, 131a, 226a, m228b, 279, 307, 310	B
	Cooperate with Agencies	15.1, 130c, 130d, 132, 134a, 153b, 154a, 219c, 227, 274, 277; 278, 278b	B, RA
	NPDES & Other Programs	133a, 228d	B, RA
	Maintain & Upgrade Drainage System	153, 155, 155a, 155b, 155c, 316, 328.1, 224	B, RA
	Water Conservation	35c, 138b, 138c, 296	B
	Control Sedimentation	131, 133, 133b, 133c, 134c, 134d, 363	B, RA
	Reduce Pollutants	131, 134, 134b, 134c, 134d, 363	B, RA
	Install New Facilities	153a, 153c, 316, 328.1, 221, 222, 228, 228a	B, RA
	Fees/Assessments	155c	B
	Replacement/ Restoration	130.1, 130.2, 130.3, 130.4, 316	B, RA

ENVIRONMENTAL SENSITIVITY		MITIGATION MEASURES / POLICIES/PROGRAMS	MONITORS
Topography/Geology/Soils			
	Identification	1, 11.1, 12a, H16a, 329, 329.1, 376	B
	Analysis	36a, 135d, 152, 152a, 152c, 152d, 241, 307, 310	B
	Cooperate with Agencies	15.1, 135a, 135b, 135c, 277, 387	B, RA
	Erosion Controls	129, 152F	B, RA
	Engineering	149E, 246B, 366, 385	B
	Grading Controls	18a, 22c, 43, 152b, 152g, 202a, 245, 246c, 312, 367, 386	B, RA
	Protect from Disturbance	31b, 43, 152b, 152e, 245	B
	Construction Codes & Standards	149e, 268	B
	Revegetation	129, 152f	B, RA
	Development Parameters	22f, 36, 367, 387	B, RA
	Mining Practices	135	B, RA

ENVIRONMENTAL SENSITIVITY		MITIGATION MEASURES / POLICIES/PROGRAMS	MONITORS
Public Safety			
	Identification	1, 11.1, 12a, 166.1, H16a, 246a, 329, 329.1, 376	B
	Analysis	15.1, 160a, 160b, 166.1, 171, 174a, 174c, 175b, 175c, 247a, 253c, 307, 310, 369, 370, 371	B
	Cooperate with Agencies	68, 144, 144a, 144b, 148m, 157c, 158b, 158c, 161, 166a, 168, 169, 170, 172a, 172d, 175a, 175b, 272, 273, 278a, 2789.1, 306.1, 362, 365, 368, 387, 391	B, RA
	Code Compliance	24a, 26b, 37, 49d, 95, 149, 149a, 149b, 149d, 157, 157a, 157b, 166, 166b, 172c, 175c, H12, H12a, H13a, H13b, 253b, 254	B, RA
	Remediation/ Rehabilitation	24b, 172, 173, 174, 174b, 268, 322, 324	B, RA
	Development Parameters	31a, 39.2, 45a, 146, 149e, 242, 247, 247b, 247c, 338, 372, 384	B
	Protect from Disturbance	31b, 237	B, RA
	Programs	117e, 117f, 149, 167, 175	B
	Fees & Charges	145a, 147, 158, 158a, 160, 172b	B
	Disaster Response	148, 148a, 148b, 148c, 148d, 148e, 148f, 148g, 148i, 148j, 148k, 148l, 150, 150a, 151	B
	Fire Safety	156, 156a, 156b, 156c, 156d, a56e, 156f, 156g, 159, 159b, 211a, 211b, 306	B
	Personal and Property Safety	162, 163, 164, 164a, 164b, 165, 165g, 299	B

ENVIRONMENTAL SENSITIVITY		MITIGATION MEASURES / POLICIES/PROGRAMS	MONITORS
Population/Employment			
	Identification	1, 8a, 11.1, 12a, H16a, 329, 329.1, 376	B
	Analysis	8f, 10, 10a, 251a, 251b, 251c, 307, 310	B
	Cooperate with Agencies	15.1	B
	Diversify Tax Base	8, 248	B
	Redevelopment Assistance	8h	B
	Local Jobs	9, 9a, 9b, 9c, 249, 250, 328.2	B

ENVIRONMENTAL SENSITIVITY		MITIGATION MEASURES / POLICIES/PROGRAMS	MONITORS
Visual Impact			
	Identification	1, 11.1, 12a, 19a, H16a, 246a, 329, 329.1, 376	B
	Analysis	16a, 19b, 20a, 22b, 22c, 29a, 32b, 33a, 238c, 253a, 307, 310, 310.1, 330a, 330b	B
	Cooperate with Agencies	15.1, 35i	B
	Development Parameters	11, 15a, 17b, 19b, 20b, 22a, 22d, 22e, 22f, 22g, 28, 29, 29c, 32, 32a, 32c, 32d, 33, 34, 34a, 35, 35f, 47b, 245, 252a, 252b, 253, 255, 255a, 255b, 258, 267.1, 283, 283a, 283b, 283c, 295, 310.2, 311, 315, 333, 335, 339, 348, 353, 377	B
	Protect from Disturbance	17, 17a, 28.1, 30, 30a, 236	B
	Landscape Plans	22h, 35a, 244, 284, 292, 294, 325, 352, 373	B

ENVIRONMENTAL SENSITIVITY		MITIGATION MEASURES / POLICIES/PROGRAMS	MONITORS
Transportation/Circulation			
	Identification	1, 11.1, 12a, H16a, 246a, 329, 329.1, 376	B
	Analysis	27a, 36a, 56a, 231, 257.1, 307, 310	B
	Cooperate with Agencies	15.1, 35i, 38d, 39b, 40a, 55, 55a, 73, 79, 80, 86c, 199, 199a, 345, 347	B, RA
	Development Parameters	25b, 26, 26a, 26b, 27, 35a, 39, 39a, 39.1, 39.2, 48, 71, 74, 75, 75a, 76, 77, 78, 78a, 101, 239, 239a, 257, 257c, 269, 300, 342	B
	Codes and Safety Standards	35, 39d, 39e, 40, 41, 41a, 42, 44, 44a, 45, 45a, 46a, 46c, 46.1, 53a, 57, 68, 69, 257a, 290, 326, 328, 340.1, 3466	B, RA
	Design Standards	35b, 35c, 35d, 35g, 35k, 36, 39c, 42a, 42b, 42c, 43a, 45b, 45c, 46, 47a, 47b, 49, 49a, 49c, 49d, 50, 56, 56b, 56c, 274.1, 285, 289, 291, 314, 340, 381, 383	B
	Signage	35e, 35f, 49b, 64b	B
	Taxes/ Fees/ Assessments	35h, 38b, 38c, 38d, 46b, 51, 51a, 57b, 59a, 78.1	B
	Maintenance	35j	B
	Level of Service	38, 38a, 38c, 38.1, 70, 266c	B
	Transit/ Transportation Management	52, 52a, 53, 53c, 54, 55, 55c, 72, 142, 198, 198a, 232, 266, 266b, 341, 342, 382	B, RA
	Bicycles	58, 59, 60, 60a, 60b, 61, 62, 62a, 62b, 62c, 86c, 100c, 198b	B
	Pedestrian Facilities	64a, 65, 65a, 66, 66a, 86c, 100c, 231a, 245c, 256, 267, 267b, 286, 288, 343, 344	B

ENVIRONMENTAL SENSITIVITY		MITIGATION MEASURES / POLICIES/PROGRAMS	MONITORS
Biotic Resources			
	Identification	1, 11.1, 93h, 118, 122b, 122c, 122e, 131a, H16a, 245a, 245d, 246a, 329, 329.1, 358, 376	B
	Analysis	16a, 29a93h, 93i, 93j, 122e, 130b, 131a, 307, 310, 237, 319.1, 320, 320a	B
	Cooperate with Agencies	15.1, 30a, 83c, 84a, 84c, 85d, 86c, 93f, 120, 122, 122a, 122d, 130c, 132, 270, 271, 273, 274, 357, 360	B, RA
	HCP Provisions	83b, 119, 123b, 240	CSM
	Development Parameters	11, 17b, 22f, 28, 29c, 85a, 86, 86a, 86b, 86c, 88, 88a, 88b, 89, 123, 123a, 130.2, 130.3, 130.4, 131	B
	Preservation/ Acquisition	81, 87, 87a, 87.1, 90, 91, 91b, 92, 93, 93e, 118, 121	B, CSM, RA
	Regulate Removal of Heritage Trees	19c, 34a, 124, 125, 125a, 260	B
	Landscape Plans, Revegetation	126, 127, 128, 128a, 261, 271a, 294	B
	Protect from Disturbance	17, 28.1, 30, 30a, 31b, 81.1, 82, 83, 85, 85b, 122a, 245e, 262	B
	Replacement/ Restoration	82, 130.1, 130.2, 134c, 134d	B, RA
	Fees/ Assessments/ Exactions	88c, 89a, 91a, 93a, 93b	B

ENVIRONMENTAL SENSITIVITY		MITIGATION MEASURES / POLICIES/PROGRAMS	MONITORS
Air Quality			
	Identification	1, 11.1, 12a, 191a, H16a, 246a, 329, 329.1, 376	B
	Analysis	15.1, 193, 193b, 203, 307, 310	B
	Cooperate with Agencies	190, 190a, 190b, 190c, 191, 192, 192a, 195, 196, 199, 199a, 200, 204, 204a, 204b, 204c, 205, 277, 278, 278c, 373.1	B, RA
	Development Parameters	193a, 193c, 194, 194a, 194b, 194c, 201a, 203a, 203b	B
	Reduce Congestion	197, 197a, 198, 198a, 198b, 198c	B
	Enforcement	202, 202a, 202b, 2-02c, 204c	B, RA

ENVIRONMENTAL SENSITIVITY		MITIGATION MEASURES / POLICIES/PROGRAMS	MONITORS
Noise			
	Identification	1, 11.1, 12a, 178, H16a, 329, 329.1, 376	B
	Analysis	184, 184a, 184b, 307, 310	B
	Cooperate with Agencies	151.1, 177, 178a, 178b, 178c, 178d, 181, 189e	B, RA
	Development Parameters	35g, 176a, 179, 180, 182, 183, 184c, 185, 235, 236, 243, 244, 269, 284, 301, 302, 303, 309, 323, 325, 373, 390	B
	Enforcement	186, 186a, 187, 188, 189, 189a, 189b, 189c, 189d	B

ENVIRONMENTAL SENSITIVITY		MITIGATION MEASURES / POLICIES/PROGRAMS	MONITORS
Public Services			
	Identification	1, 11.1, 12a, 25, H16a, 329, 329.1, 376	B
	Analysis	208a, 265a, 265b, 265c, 307, 310, 337, 219	B
	Cooperate with Agencies	15.1, 103, 103d, 103e, 103f, 109, 109e, 110c, 112b, 114a, 119b, 115, 115e, 117a, 117c, 141a, 143a, 217c, 235.1, 378	B
	Fees/ Assessments	103c, 115e, H15, H15a, 206b, 206c, 212b, 212c	B
	Water Conservation	138, 138a, 138b, 138c, 138d, 138e, 267.2, 361	B
	Energy Conservation	139, 140, 140a, 140b, 141, 142, H11, 263, 263a, 263b, 263c, 267.2, 298, 364	B
	Solid Waste	143, 143b, 143c, 143d, 143e, 143f, 297, 364	B
	Infrasatructure	304, 305, 206, 207, 208, 209, 210, 211a, 212, 213, 214, 215, 216, 217, 217b, 218, 222, 224a, 225	B

ENVIRONMENTAL SENSITIVITY		MITIGATION MEASURES / POLICIES/PROGRAMS	MONITORS
Cultural Resources			
	Identification	1, 11.1, 12a, 23, H16a, 246a, 329, 329.1, 376	B
	Analysis	137a, 307, 310	B
	Cooperate with Agencies	15.1	B
	Inspections/ Rehabilitation	23a, 136, 136a	B
	Official Designation	23c	B
	Tax and Other Incentives	23b, 136b, 136c	B
	Conservation Procedures	137a	B
	Development Parameters	267.1, 334	B

RESOLUTION No. 94-24

**RESOLUTION OF THE CITY COUNCIL
OF THE CITY OF BRISBANE, STATE OF CALIFORNIA,
ADOPTING THE 1994 GENERAL PLAN**

WHEREAS, the City of Brisbane, acting in the public interest, has undertaken to comprehensively update the amended 1980 Brisbane General Plan; and

WHEREAS, the City Council established an extensive program of community input and involvement, including public outreach, community-wide opinion surveys, an all-day community forum, and numerous public meetings held by the City Council, Planning Commission and Parks, Beaches and Recreation Commission, so that the 1994 Brisbane General Plan would reflect the community's needs, values and aspirations; and

WHEREAS, copies of the Draft 1994 General Plan were circulated to federal, state, regional, county, and local agencies for review and comment and made available to members of the public at the City repositories; and

WHEREAS, notices of Planning Commission and City Council public meetings and public hearings on the Draft 1994 General Plan were prepared and posted and published in conformance with the California Government Code; and

WHEREAS, the Planning Commission held public hearings on May 10 and May 16, 1994, to consider public testimony on the Draft 1994 General Plan; and

WHEREAS, the Planning Commission considered all pertinent testimony, written and oral, as well as the information contained in the Environmental Impact Report, and adopted Resolution No. 94-2 , making written recommendations to the City Council; and

WHEREAS, the Planning Commission recommended that the City Council certify the Environmental Impact Report and adopt the 1994 General Plan; and

WHEREAS, the City Council held public hearings on May 31, June 5 and June 21, 1994 on the 1994 General Plan and considered the recommendations of the Planning Commission, public testimony, both written and oral, and all other documents in the record; and

WHEREAS, at this hearing, prior to adoption of the project, the City Council adopted Resolution 94-22, certifying the Environmental Impact Report for the 1994 General Plan; and

WHEREAS, at this hearing the City Council adopted Resolution 94-23, making findings required by CEQA pertaining to the Environmental Impact Report for the 1994 General Plan, including a statement of overriding considerations and adopting a mitigation monitoring program; and

WHEREAS, the City Council considered the changes that were made to the 1990-1997 Housing Element set forth as Attachment A to this Resolution in response to a letter of October 28, 1993 from Thomas B. Cook, Deputy Director, pertaining to specific findings regarding the Articles 5 and 10.6 of the Government Code.

NOW, THEREFORE, BE IT RESOLVED, that the City Council of the City of Brisbane finds as follows:

1. The 1994 Brisbane General Plan has been prepared in accordance with State law, State General Plan Guidelines and supersedes all previously adopted General Plan elements.
2. The 1994 Brisbane General Plan satisfies the requirements of Government Code Sections 65302 through 65303, and 65560 et seq., which describe the required elements of and the issues that must be addressed in a General Plan, and also addresses additional issues raised by the community.
3. The 1994 General Plan contains goal, policy and program statements, and data in the Plan's text, maps, and in the technical background reports which are hereby incorporated into the Plan by reference.
4. The Plan is current, comprehensive, long-term and internally consistent.
5. The Plan covers all territory within the City's jurisdictions and lands outside the City which relate to its planning needs; and addresses regional concerns affecting the City of Brisbane.
6. The Housing Element has been revised in accordance with the requirements of the State Department of Housing and Community Development and sets forth, in good faith, the efforts of the City of Brisbane to provide affordable housing. The City Council further finds that the programs and policies stated in the Housing Element of the General Plan will accommodate the City's share of the regional need for housing and will not reduce housing opportunities in the region.
7. Further, the City Council finds that the 1990-1997 Housing Element substantially complies with the requirements of Article 5 and 10.6 of the Government Code in that:
 - a. Government Code Section 65583(c)(1) specifically provides that "where the inventory of sites...does not identify adequate sites to accommodate the need

for groups of all household income levels..., the program shall provide for sufficient sites with zoning which permits owner-occupied and rental multi-family residential use by right, including density and development standards, which could accommodate and facilitate the feasibility of housing for very low and low-income households." In compliance with Article 10.6 of the Government Code, page 130 and Table 21 of the Housing Element demonstrate that there is capacity under current zoning for multi-family developments as permitted uses so as to provide for more than the identified need for very low and low-income housing. Programs H2c, H4a, H9b, and H15c may facilitate the feasibility of developing housing for very low and low-income households. In addition, Program H1a calls for the study of further sites which could be rezoned to accommodate multi-family development.

b. Government Code Section 65583(c)(1) states, "Identify adequate sites which will be made available through appropriate zoning and development standards and with public services and facilities needed to facilitate and encourage the development of a variety of types of housing...including emergency shelters and transitional housing..." In compliance with Article 10.6 of the Government code, page 65 of the Housing Element identifies sites by zoning district where group homes which could serve as emergency shelters/transitional housing are permitted. The Council finds that such group homes would be an appropriately-scaled potential response to the limited need identified by the 1990 U.S. Census, and that any other type of shelter might best be provided through a coordinated effort with other jurisdictions in San Mateo County, as detailed on pages 65 and 115 of the Housing Element.

BE IT FURTHER RESOLVED by the City Council of the City of Brisbane that the 1994 Brisbane General Plan is hereby adopted.

Clara A. Johnson
Clara A. Johnson
Mayor

I hereby certify that the foregoing Resolution No. 94-24 was duly and regularly passed and adopted by the Brisbane City Council at a special meeting on June 21, 1994, by the following roll call vote:

AYES: Councilmembers Conway, Miller, Panza, Waldo, Mayor Johnson
NOES: None
ABSENT: None

Sheri Marie Schroeder
Sheri Marie Schroeder
Deputy City Clerk

ATTACHMENT A

In reference to the findings made by the California Department of Housing and Community Development (HCD) as stated in a letter dated October 28, 1993, from Thomas B. Cook, Deputy Director, regarding the Housing Element.

1. HCD states that although the Housing Element includes a detailed inventory of sites zoned for multifamily residential use (Housing Element, pages 48-49, 130), it fails to accommodate the new construction need for lower income households, and HCD recommends evaluation of the use of self-help housing programs affordable to lower-income households, similar to projects done by Habitat for Humanity. HCD also suggests that the City consider more means to promote affordable mixed-use housing, such as acquisition of air-rights and use of redevelopment set-aside funds to encourage the development of second units.

In response, the last sentence in the third paragraph on page 89 of the draft Housing Element was revised as follows:

For example, land could be purchased with set-aside funds to lease or sell to a non-profit developer of affordable housing such as BRIDGE Housing or Habitat for Humanity.

Subsections c. and j. of Program H9b (page 119) were also revised and subsection n. was also added as follows:

- c. Purchase vacant sites and Transferable Development Rights (such as air-rights) to sell or lease to developers of affordable housing, including mixed-use projects.
- j. Financially encourage self-help housing programs and "sweat equity" construction and rehabilitation projects.
- n. Create opportunities in the Northwest Bayshore subarea for private development of single-family and live-work housing affordable to low and very-low income households.

2. HCD states that the City should make every effort to retain nonconforming residential units, particularly the apartment buildings in the C-2 District (Housing Element, page 81). In response, Program H12c (page 122) is cited as addressing this concern.

3. HCD states that it considers the parking required for secondary dwelling units to be excessive, constraining the opportunity for additional second unit development. In response, this constraint is noted on page 81, paragraph 3, of the Housing Element and is addressed by Program H1d.

4. HCD notes that State law has extended the deadline for the next update of the Housing Element to 1997. In response, the Housing Element was retitled "1990-1997 Housing Element" and references to the 1995 deadline for updating (Housing Element, pages 107, 110, 126, 127) were revised accordingly.
5. HCD recommends that the City re-evaluate opportunities for residential development in the General Plan and particularly consider designating multifamily housing sites in the Baylands, Northwest Bayshore and the Quarry (although it is understood that the Quarry site may not be available during the time frame of the Housing Element). In response, the potential for mixed-use housing in the Northwest Bayshore subarea is noted on page 44 and addressed in Program H1a (page 112). The reasons why the Baylands and Quarry subareas were found to be unsuitable for residential development are detailed on pages 44 and 45.
6. HCD states that the Housing Element should identify a site or sites for potential development of an emergency shelter. In response, page 65, second paragraph, identifies the residential zoning districts, including the Northeast Ridge, as permitting group homes which could serve as emergency shelters/transitional housing. In addition, Program H2g (page 115) commits the City to cooperating with the County in fulfilling the recommendations of the Blue Ribbon Commission on Homelessness's 1990 Action Report, which, as detailed on page 65, included the establishment of emergency shelters in more central locations than Brisbane.
7. HCD suggests that the City should initiate implementation of the housing program as soon as possible. Although, as noted above, the State has extended the deadline for the next update of the Housing Element to 1997, it is noted in response to HCD's comment that the City continues to maintain its earlier schedule for implementation of the Housing Element following adoption of the General Plan (Housing Element, pages 127-128).
8. HCD refers to its earlier comments of December 24, 1991, which were responded to in September 1993 and communicated to HCD on September 10, 1993.

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PURPOSE OF THE HOUSING ELEMENT

All cities and counties in California are required to have a Housing Element to address housing conditions and needs in the community. The Housing Element is one part of the City's General Plan. The Housing Element must plan for the housing needs of all economic segments of the City's population, in balance with land-use, environmental and the other goals set forth in the other General Plan elements. Article 10.6 of the Government Code sets forth the State's requirements for the Housing Element. The substantive requirements are:

The housing element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, financial resources, and scheduled programs for the preservation, improvement, and development of housing. The housing element shall identify adequate sites for housing, including rental housing, factory-built housing, and mobilehomes, and shall make adequate provision for the existing and projected needs of all economic segments of the community.

The California Department of Housing and Community Development (HCD) is responsible for reviewing Housing Elements for compliance with the requirements of State law. Although HCD's comments are advisory, they must be considered by local officials prior to adopting the Housing Element.

This 1990-1997 Housing Element addresses all the requirements of State law, including relevant legislation enacted subsequent to adoption of the City's 1985 Housing Element. Housing Element law has been amended over the last several years to require analysis of special housing groups to include homeless individuals and families and to identify affordable units that could be lost as government grants expire. The law also requires localities to identify sites suitable for emergency shelters and transitional housing. The analysis is required to contain a needs assessment of shelter for the homeless and a program to meet those needs.

The 1990-1997 Housing Element utilizes population and housing data available from the 1990 U.S. Census, with supplemental information from earlier U.S. Censuses and current local and regional studies. The Association of Bay Area Government's existing and projected housing needs determination is reflected, as well as City policies related to housing. The next revision of the Housing Element is scheduled for June 30, 1997.

FORMAT OF THE HOUSING ELEMENT

The 1990- 1997 Housing Element is divided into six sections arranged so as to answer the following questions:

- I. What makes Brisbane the unique community that it is? How does its geography contribute to that distinctive character? Who are the people who live here? What is the housing here like?
- II. How much vacant land is there in Brisbane? How much is suitable for housing within the next few years? What areas should be studied further for their long-term housing potential?
- III. What is the current condition of Brisbane's housing in terms of availability, affordability and quality? How difficult is it to find a vacant unit to rent? Who can afford to live here? How many houses are in serious need of repair? What are the special housing needs, for example, of the elderly and the handicapped? What are Brisbane's future housing needs? How can Brisbane's character be protected while providing for more needed housing?
- IV. What makes it difficult to build housing to meet our needs? What can the City do about it?
- V. What are the possible ways housing availability, affordability and quality can be maintained and improved? Which of these have worked for the City in the past? How might they work for the City in the future?
- VI. What are Brisbane's housing goals? How can we measure our success in meeting these goals? What are our policies and programs through 1997 to meet these goals in terms of housing availability, affordability and quality? Will these policies and programs be enough to meet our needs?

SECTION I.

COMMUNITY CHARACTERISTICS

HIGHLIGHTS:

According to the 1990 U.S. Census, residential Brisbane is characterized by...

*A stable population--
2,952 persons and 1,300 households;*

*Fewer one-person households,
although still at least a third of the total,
and more three-person households
(15.4% of the total,
an increase of 16% since 1980);*

*More adults between 35 and 44 years of age
(a 67.5% increase since 1980);*

*Increasing ethnic diversity
(the non-white population increased by 1/3
as a percentage of the total
over the past decade);*

*An increasing median household income
(\$38,368, up from \$19,618 in 1980),
although still less than the median
for San Mateo County (\$46,437),
due in part to an increase in the number
of households below the poverty level;*

*A majority of single-family homes
(65.4% of the total units);*

*A slight increase in the proportion
of owner-occupied units
(increasing from 58% of the total units in 1980
to 60.3% in 1990).*

THE CHARACTER OF BRISBANE

Brisbane is located on the San Francisco Peninsula, immediately south of the City and County of San Francisco. Compared to the dense urban form of San Francisco and the adjacent cities of Daly City and South San Francisco, Brisbane exhibits a comparatively open character.

This character is a result of its physical setting, a varied topography of ridges, steep slopes, canyons, secluded valleys and filled bay marshes (Figure 1). San Bruno Mountain, the dominant natural land formation, shelters residential Brisbane, while supporting a number of rare and endangered species of butterflies, plants and other forms of wildlife. Most of the vacant hillsides in Brisbane fall within the jurisdiction of the San Bruno Mountain Area Habitat Conservation Plan, which was adopted to protect and enhance this unique endangered species habitat (Figure 2). To the east of the existing residential community lie the major vacant level lands, the result of historic filling of San Francisco Bay marshlands.

GEOGRAPHICAL CHARACTERISTICS

The City of Brisbane (including its Sphere of Influence) is comprised of a number of subareas, each with its own distinct characteristics in terms of history, topography, and natural/man-made environment (Figures 3, 4, 5, and 6).

SIERRA POINT

Across Highway 101 at the southern extreme of the City is Sierra Point (Figure 4), a peninsula with a 102 acre office park and a 30 acre municipal marina constructed in the 1980s on an engineered sanitary landfill. Another 24 acres of the peninsula lie in South San Francisco. There are 13 parcels of land at Sierra Point--three are developed with office buildings.

Development on Sierra Point is tied to Design Guidelines incorporated into the 1984 Development Agreement between the City of Brisbane and Sierra Point Associates One and Two. The subarea falls within the boundaries of Brisbane's Redevelopment Project Area No. 1. Sierra Point's 100 foot wide shoreline band is regulated by the Bay Conservation and Development Commission (BCDC).

Sierra Point's self-contained storm drainage system, major roads, landscaping and utility lines are all in place. Utility lines serving individual structures and associated site improvements are installed as each parcel is developed. All improvements have been designed to address the requirements of landfill development, including the potential for liquefaction and intense ground-shaking during earthquakes. Methane gas and air and water quality monitoring is conducted on an ongoing basis.

There is a theoretical potential for tsunami run-up on Sierra Point, although a wave of the magnitude necessary to affect the subarea has never been recorded, and the probability of such a wave is once every 200 years. Traffic on Highway 101 generates a noise contour of CNEL 65 dB or more across Sierra Point within approximately 1500 feet of the freeway. Access to Highway 101 southbound from Sierra Point requires a drive north on Sierra Point Parkway to gain access to an on-ramp. There are currently few commercial services for users of the Marina and office buildings and no direct access to public transportation with the exception of a shuttle bus for use by employees of some businesses in the subarea.

SOUTHEAST BAYSHORE

This subarea (Figure 4) contains lands east of Bayshore Boulevard west of the Southern Pacific Railroad tracks and south of Tunnel Avenue. The subarea is a business park primarily housing Van Waters and Rogers Corporation (VWR), which warehouses and distributes scientific supplies, including chemicals.

Traffic along Bayshore Boulevard, on Highway 101, and on the railroad tracks generates a noise contour of CNEL 65 dB or more across the entire subarea. Susceptibility to seismically induced landslides ranges from low to moderate-to-high. The portion of the subarea that is landfill is subject to liquefaction and very intense ground-shaking during earthquakes.

SOUTHWEST BAYSHORE

Southwest Bayshore (Figure 4) is the hillside area west of Bayshore Boulevard and generally south of Old County Road, including the Bayshore Boulevard right-of-way extending toward South San Francisco. Most of the subarea consists of the unrecorded subdivision known as the "Highway Lots." It is developed with a mix of uses, including a 63 unit mobilehome park, a liquid petroleum gas retail facility at the corner of Bayshore Boulevard and San Bruno Avenue, individual sales and service businesses under various private ownership, and single-family homes.

The sparsely developed, steeply sloped hillsides in the subarea are susceptible to landsliding and erosion, and present some risk of wildland fires. They are within the jurisdiction of the San Bruno Mountain Area Habitat Conservation Plan and are subject to restrictions to protect endangered species' habitat. A portion of the subarea adjacent to Bayshore Boulevard has a low-to-moderate-to-high susceptibility to liquefaction during an earthquake.

The entire subarea is within the CNEL 65 dB noise contour generated by the traffic along Bayshore Boulevard. Traffic also generates litter along the roadway. Because of the shallow depth of the frontage of the lots fronting Bayshore Boulevard, access to the street and off-street parking are difficult to accommodate.

BRISBANE ACRES

The Brisbane Acres (Figure 4) are located immediately south and east of Central Brisbane on the steep upper slopes of San Bruno Mountain and along the east side of Central Brisbane approximately parallel to Bayshore Boulevard. During the 1930s, this subarea was divided into 112 numbered lots, which were subsequently sold to individual owners by metes and bounds descriptions. The subdivision was never recorded, and no streets or utilities were provided to service the area.

Approximately 20 of the original 112 lots have been developed and contain an estimated 50 dwelling units in 32 buildings. The development is confined to the lower elevations east of Central Brisbane and, to a lesser extent, to lots bordering on the uppermost streets of Central Brisbane. Access is provided via privately maintained accessways.

Today, most of the Brisbane Acres remain undeveloped, inaccessible, and without infrastructure. The terrain is very steep, with slopes well over 40% in much of the subarea. Intermittent streams are found in some canyons. Informal trails through the Brisbane Acres link Central Brisbane with the San Bruno Mountain State and County Park and provide recreational hiking opportunities and panoramic views of the Bay Area.

The Brisbane Acres include habitat for rare and endangered species, including three butterfly species, the Mission blue, San Bruno elfin and callippe silverspot (the Mission blue and San Bruno elfin are federally listed as endangered species and the callippe silverspot has been proposed for listing), and plants such as *Collinsia franciscana* and *Helianthella castanea*. The Brisbane Acres lie within the jurisdiction of the San Bruno Mountain Area Habitat Conservation Plan (HCP). The HCP specifies that if the Brisbane Acres are developed, at least 40% of the area must be conserved as endangered species' habitat.

Several portions of the Brisbane Acres are considered high-to-extreme fire hazard areas due to steep slopes, wildland vegetation and inaccessibility. The soil in the Brisbane Acres is subject to slippage and a high-to-very-high rate of erosion. While susceptibility to non-seismically induced landslides is generally low, two areas near Bayshore Boulevard are highly susceptible to such

landslides. Susceptibility to seismically induced landslides is moderate for most of the subarea and high in roughly the same two areas near Bayshore Boulevard. Some portions of the subarea experienced debris flows during the 1982 fifty year storm. The eastern portion of the Brisbane Acres within 300 feet of Bayshore Boulevard is within a CNEL 65 dB noise contour generated by the traffic on the roadway. At the southeastern corner of the subarea, noise from Highway 101 generates noise contours of CNEL 65 dB or more within 1,400 feet of the freeway.

CENTRAL BRISBANE

Central Brisbane (Figure 4) contains the primary residential area of the City. It also serves as the town center, with businesses along Visitacion and San Bruno Avenues, the Brisbane Village Shopping Center, access to the post office, a library, a community center and three churches. An elementary school, middle school and pre-school provide facilities such as playgrounds, playing fields, a gymnasium and indoor space for public meetings and events. Numerous heritage trees enhance the natural beauty of the subarea. Several mini-parks, walkways and natural canyons, some with intermittent streams, provide open space, pedestrian access and recreational opportunities for residents. A large triangular vacant parcel at the foot of Visitacion and San Bruno Avenues which was the site of a deteriorated motel that was demolished in December 1986 is now under construction as a community park.

This subarea rises from what was originally the shoreline of the Bay to more than halfway up the northeastern slope of San Bruno Mountain to an elevation of approximately 350-400 feet above sea level. Vacant parcels are scattered throughout.

Two intersections at Bayshore Boulevard provide access and egress for Central Brisbane: Old County Road and San Bruno Avenue. Within Central Brisbane, several streets are dead-ended. Bottlenecks due to narrow street width and on-street parking constrict traffic at numerous points throughout the area. This problem is particularly prevalent on the upper hillsides, where the streets' narrow widths, steep slopes and sharp curves make emergency vehicle access difficult and many of the homes interface with wildland vegetation.

Aging sewer lines in Central Brisbane present ongoing maintenance problems due to root intrusion, joint separation and sagged pipes. Joint separation in steep terrain is also reported for the storm drain system. Private sewer laterals that traverse private properties continue to present maintenance problems.

Soils in Central Brisbane are subject to a moderate-to-high rate of erosion, with erosion and slippage potential increasing on the steeper slopes. Susceptibility to non-seismically induced landsliding in most of the subarea is low, increasing in steeper terrain. The subarea's susceptibility to seismically induced landsliding ranges from high in portions of the upper slopes to very low at the base of the bowl, with a larger area in the middle elevations where susceptibility to such landsliding is moderate. The base of the subarea is subject to liquefaction and intense ground-shaking during earthquakes.

Although residential areas, particularly on the hillsides, are generally quiet, noise contours of CNEL 65 dB within 250 feet of Bayshore Boulevard are generated by traffic on that roadway and affect the extreme northeastern corner of the subarea.

There are many existing zoning nonconformities, such as buildings that do not meet current setback or parking requirements and residential densities that do not comply with current zoning

regulations. The great variety of building styles and site improvements contribute to the unique character of the area. Several of the commercial buildings downtown are deteriorated. Many are not used commercially.

2

Figure 1.

TOPOGRAPHY



SAN FRANCISCO SOUTH, CALIF.

U. S. GEOLOGICAL SURVEY

CONTOUR INTERVAL 25 FEET

SAN BRUNO MOUNTAIN AREA HABITAT CONSERVATION PLAN

Figure 2.

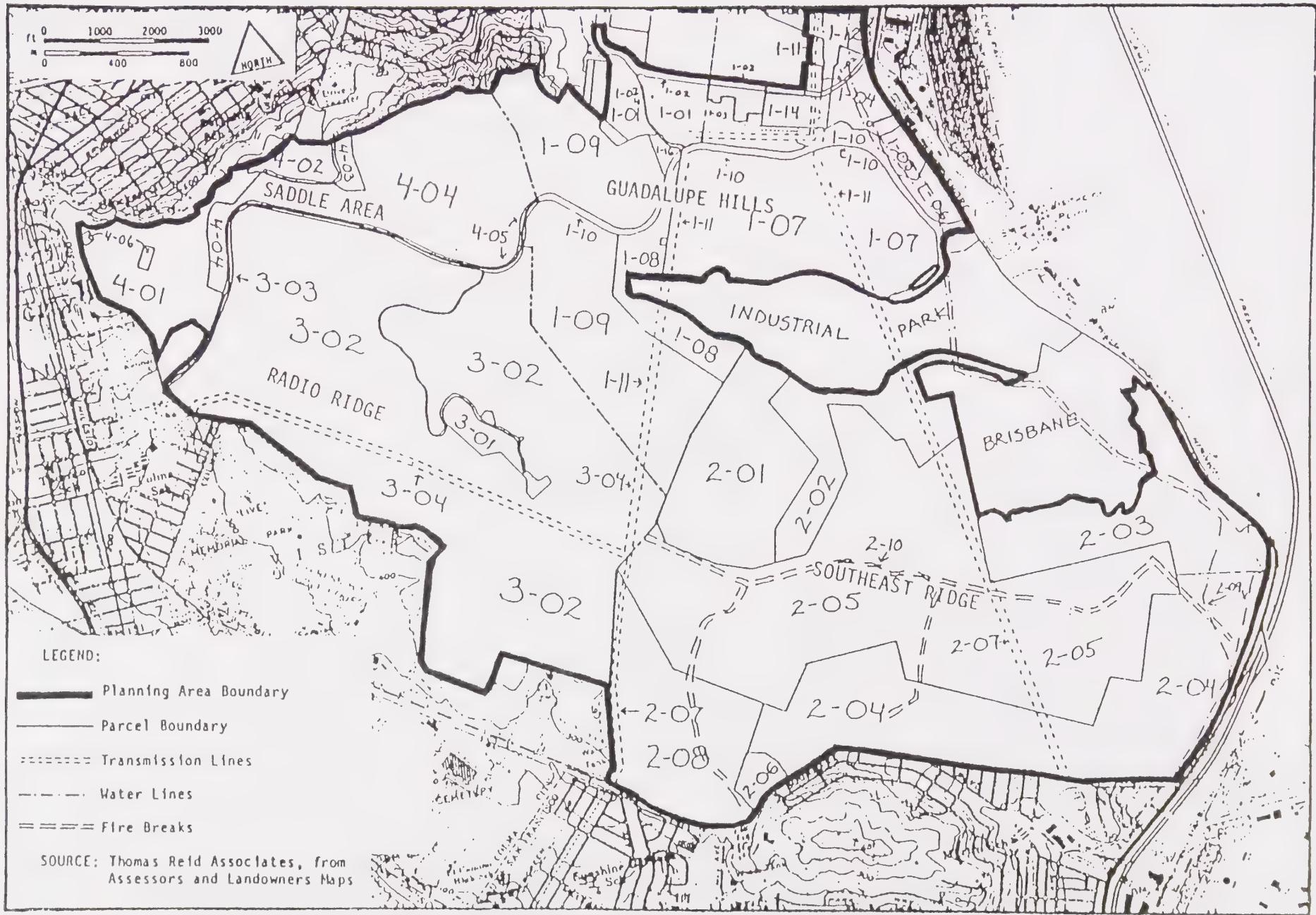


Figure 3.
PLANNING SUBAREAS

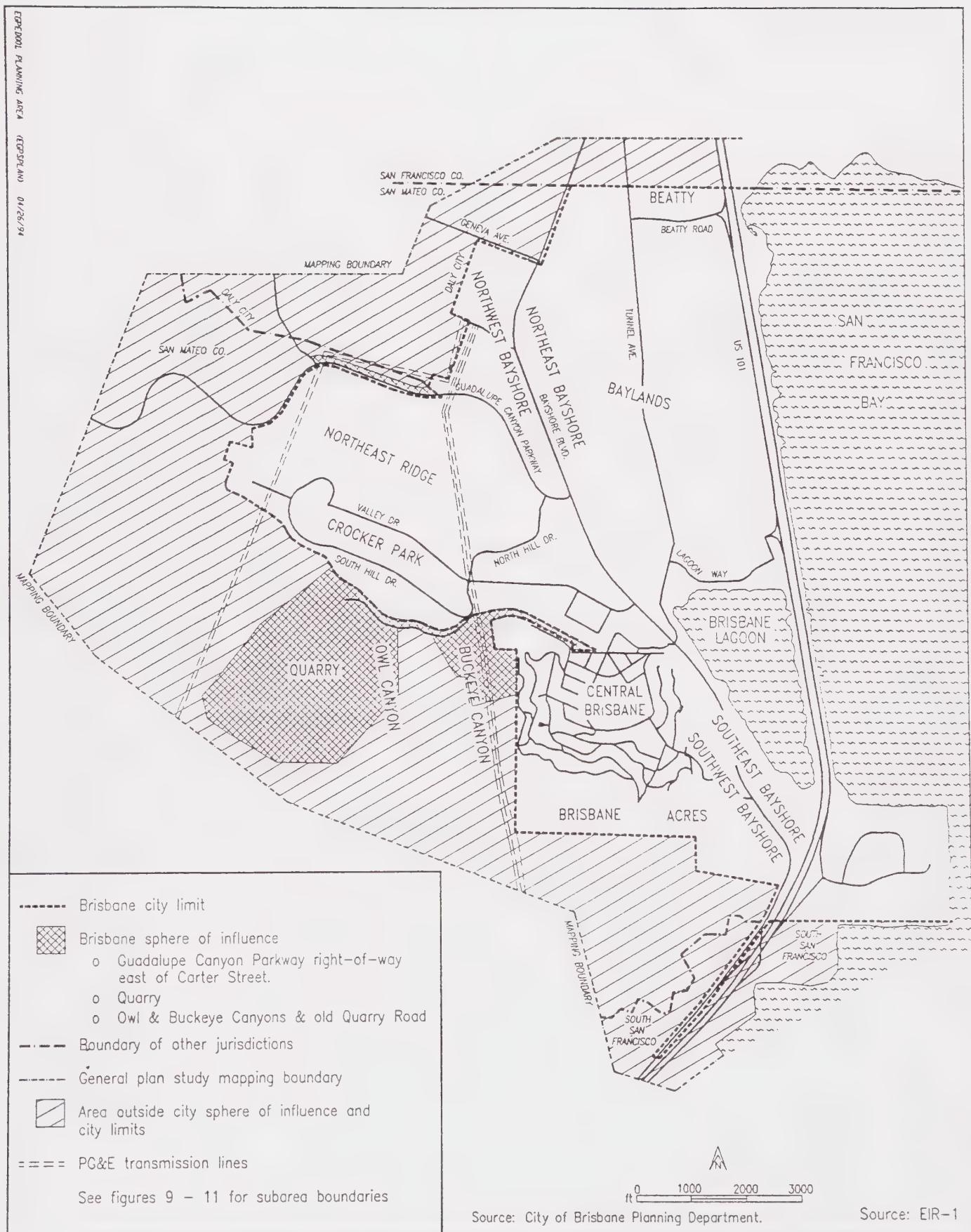


Figure 4.

PLANNING SUBAREAS
CENTRAL BRISBANE VICINITY

2gpearl2.h3 07-09-93 general plan fly area 2

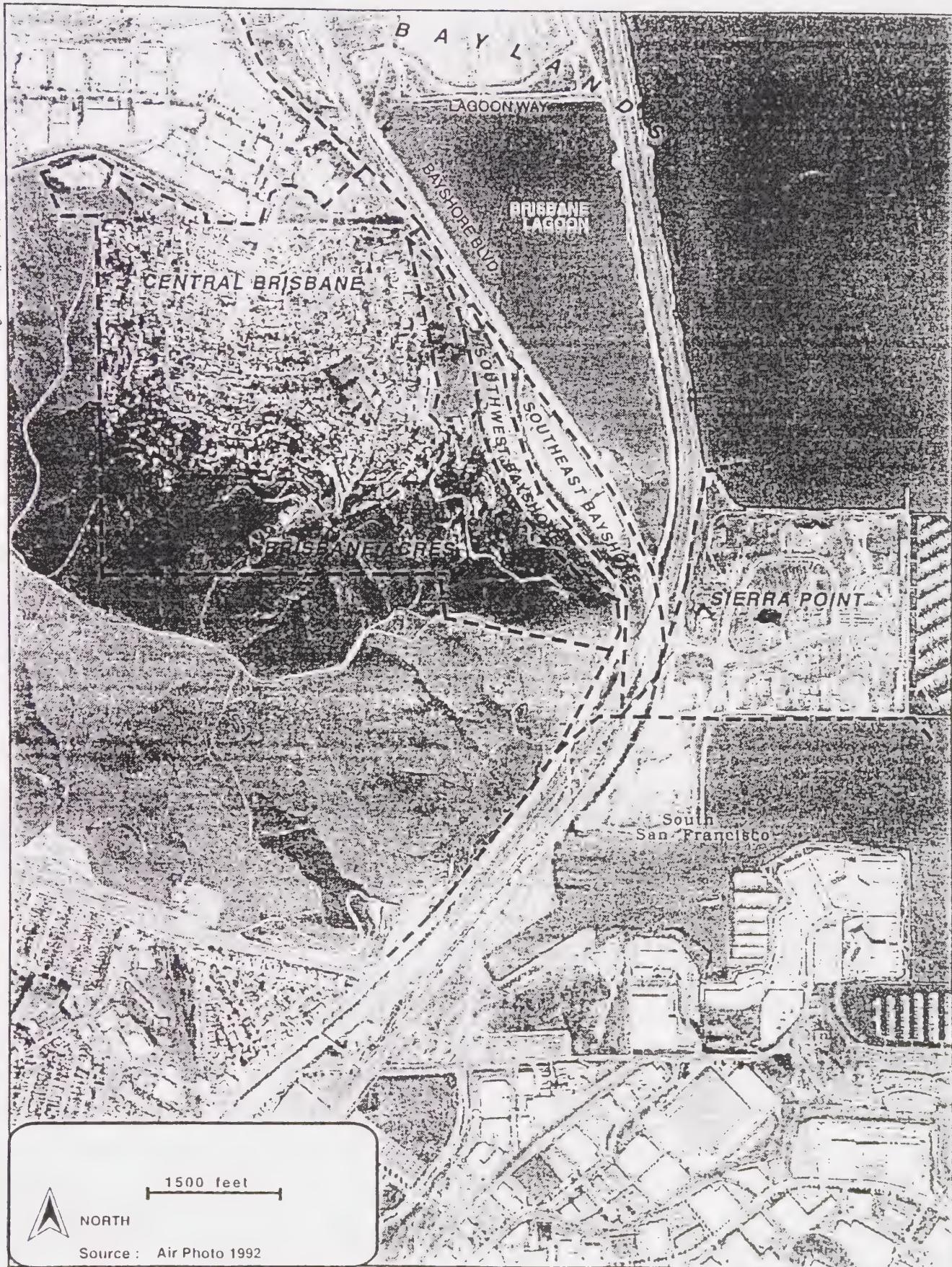


Figure 5.

PLANNING SUBAREAS
CROCKER PARK VICINITY

egpearl.m3 04/19/94 general plan fly area 1



Figure 6.

PLANNING SUBAREAS
BAYLANDS VICINITY



OWL AND BUCKEYE CANYONS

Directly west of the City Limits, between Central Brisbane and the Quarry, climbing up the face of San Bruno Mountain, are Owl and Buckeye Canyons (Figure 5). These canyons comprise areas of ecologically unique natural environment and provide habitat for two federally listed endangered butterfly species, the Mission blue and the San Bruno elfin, as well as the callippe silverspot butterfly which is proposed for listing and several species of rare plants. There is a Native American archaeological site in Buckeye Canyon. Springs have been observed in both canyons. Owl and Buckeye Canyons lie within the boundaries of the HCP and are permanently protected Conserved Habitat.

In 1989, the Wildlife Conservation Board, a division of the State Department of Fish and Game, purchased Owl and Buckeye Canyons from the owners of the adjacent Guadalupe Valley Quarry. Also included in the purchase were Quarry Road and approximately one acre of vacant land at the corner of San Francisco Avenue and Quarry Road.

QUARRY

West of Owl Canyon is the Quarry (Figure 5). The Guadalupe Valley Quarry is located in the jurisdiction of San Mateo County just outside of Brisbane's western City Limits, but within Brisbane's Sphere of Influence. It is currently operated by the American Rock and Asphalt Company and has been supplying rock and gravel for the Bay Area construction industry since 1895. The Quarry property contains 144.5 acres that lie within the boundaries of the HCP and also within a State Designated Mineral Resources Area. Eighty acres are within the active mining area, while 60 acres are open space and habitat lands.

Activities that have been allowed under a San Mateo County Surface Mining Permit include blasting, drilling and excavating of rock, crushing and sorting of rock materials and the production of asphalt. The Quarry currently crushes and recycles previously used asphalt and concrete building materials. This activity is currently being considered in conjunction with the mining permit renewal application before the County of San Mateo. Rock production is estimated at about 600,000 tons per year with remaining rock resources estimated at about 5.8 million tons as of January 1992. It is estimated that approximately 240,000 tons of recycled materials are currently stored on the site for processing.

The Quarry property is relatively isolated from the rest of Brisbane and there are no nearby services. Access to the Quarry is currently limited to Quarry Road via South Hill Drive. Quarrying operations generate dust and noise, and contribute to erosion and downstream siltation. Individual quarried benches are subject to collapse in severe storms or seismic activity. There is ongoing potential for rockfall and slope failure.

CROCKER PARK

Crocker Park (Figure 5), a 355-acre business park, is located northwest of Central Brisbane. Developed during the 1960s, and designed by architect Lawrence Halprin as the first garden-style industrial park in the United States, Crocker Park was annexed to the City of Brisbane in 1983. The Park contains various warehousing, distribution, service, manufacturing and offices uses. There is almost no vacant land left in Crocker Park to develop.

Within Crocker Park, localized flooding in the area of Valley Drive and Bayshore Boulevard has been known to occur during heavy rains and high tides. The eastern portion of Crocker Park is subject to liquefaction and very intense ground-shaking during earthquakes. Noise contours of

CNEL 65 dB or more within 200-250 feet of Valley Drive and North Hill Drive are generated primarily by the truck traffic associated with warehouse and distribution operations and the nearby Quarry. Traffic on Bayshore Boulevard generates noise contours of CNEL 65 dB or more within 225 feet of the roadway.

NORTHEAST RIDGE

The Northeast Ridge (Figure 5) of San Bruno Mountain lies directly north of Crocker Park. It was annexed by the City in 1983. The property owners, Southwest Diversified, Inc., were granted approval for a planned development of 579 residential units in 1989. The plan calls for 97 single-family detached units, 268 townhouses, and 214 condominiums built as stacked flats.

This subarea has scenic views of San Bruno Mountain, the Bay and surrounding areas. It lies within the boundaries of the HCP and contains rare and endangered species habitat. The Northeast Ridge development project was designed so that land not devoted to housing is kept as open space and is conserved habitat. Grading for the project is currently underway on a large portion of the property, and construction of the units is estimated to be completed within the next five or six years. At the present time, no infrastructure is in place.

The soil on the Northeast Ridge is subject to slippage and a high-to-very-high rate of erosion. These factors have been taken into consideration in designing the grading program for the project. Some planting has been done in connection with grading activities to curb erosion. The subarea has a low susceptibility to non-seismic landslides and contains some areas of high and moderate susceptibility to seismically induced landslides. A portion of the southern end of the subarea is subject to intense ground-shaking during earthquakes. During the 1982 storm, one area on the Northeast Ridge experienced debris flow. These potential hazards have been considered in the engineering for the Northeast Ridge development project. There is some risk of wildland fires within the conserved habitat, which are supportive of the habitat, and the development was designed to permit wildland fires yet protect the residential community.

Traffic on Guadalupe Canyon Parkway to the north and Valley Drive to the south generates noise contours of CNEL 65 dB along the outer edges of this subarea.

NORTHWEST BAYSHORE

This subarea (Figure 6) contains both vacant and developed properties adjacent to Bayshore Boulevard north of Guadalupe Canyon Parkway. Directly beyond the Northeast Ridge are the undeveloped mountainside properties owned by Southwest Diversified, Inc., Peking Handicraft, Inc., and the Albert Levinson Trust. They fall within the boundaries of the HCP and contain habitat for rare plants and rare and endangered Mission Blue and Callippe Silverspot butterflies. San Francisco Water Department lines run through the undeveloped portion of the subarea, and steep slopes are found in the upper elevations.

Farther north along Bayshore Boulevard, as the terrain flattens, are properties owned by the Albert Levinson Trust and Pacific Gas and Electric Company. The northern Levinson property is a wetland marsh fed by drainage from the Bayshore Basin (comprised of the Northwest Bayshore subarea and portions of Daly City in the vicinity). Storm waters from the Basin cause flooding along Bayshore Boulevard primarily due to the inadequate capacities of an old, heavily sedimented brick arch sewer under Bayshore Boulevard. The PG&E property contains a substation and has potential for pre-historic resources.

Soils in the wetland marsh and on the PG&E properties have been contaminated by materials generated by a gasification plant that operated on the PG&E parcel. A remediation plan is currently under way under the auspices of the Department of Toxic Substances Control (DTSC). The sloped portions of the subarea contain soils subject to slippage and a high-to-very-high rate of erosion, and much of these portions present a moderate-to-high risk of seismically induced landslides and for wildfires. Particularly in the northern portion of the subarea, very intense ground-shaking is likely to occur during earthquakes. Debris flows were experienced in portions of the subarea during the 1982 storm.

Traffic creates noise contours of CNEL 65 dB or more to 300 feet of the west side of Bayshore Boulevard. Additional noise is generated by traffic on Guadalupe Canyon Parkway: CNEL 65 dB or more within 200 feet. Existing access to the subarea is limited, as is infrastructure for utilities and storm drainage.

NORTHEAST BAYSHORE

Northeast Bayshore (Figure 6) is the subarea that contains the Brisbane Industrial Park, located along Industrial Way off of Bayshore Boulevard. The subarea is developed with metal and brick warehouse and industrial buildings, including the historic Moore Building. Thirty-six businesses operate within the subarea. These businesses include warehouses, offices, manufacturing, storage and shop uses, and a wastewater pumping station.

Access to Industrial Way is limited, as the street terminates in a dead end. Drainage from Daly City causes flooding on Bayshore Boulevard in the vicinity of Industrial Way. The subarea is subject to liquefaction and very intense ground-shaking during earthquakes. Traffic on Bayshore Boulevard generates noise contours of CNEL 65 dB or more within 300-325 feet of the east side of Bayshore Boulevard.

BAYLANDS

Northeast of Central Brisbane, across Bayshore Boulevard, is the subarea known as the Baylands (Figure 6). With the exception of Icehouse Hill and the Brisbane Lagoon, this subarea is a flat man-made plain, vacant except for scattered commercial development including a fuel tank farm and fuel distribution facilities, recycling and reclamation activities, offices, warehouse and storage uses, statuary production and a lumber

yard. Railroad tracks, used primarily for the Caltrain commuter line, traverse the subarea in a north/south direction. Most of the subarea is owned by the Tuntek (U.S.A.) Inc., which purchased the land from Southern Pacific Transportation Company in 1989.

The portion of the Baylands west of the railroad tracks was filled at the turn of the century and was used until recently as a railroad maintenance yard. The tracks have been removed, and remediation efforts to deal with the contaminants left by that use are under way under the regulatory authority of the Department of Toxic Substances Control and the Regional Water Quality Control Board. The portion of the subarea east of the railroad tracks was used for over thirty years as a refuse landfill, followed by surcharging with inert fill. A methane gas collection system was recently installed. Landfill is generally prone to differential settlement, and is also subject to liquefaction and very intense ground-shaking during earthquakes.

The portion of the Baylands known as Icehouse Hill, located between the railroad tracks and Bayshore Boulevard at the end of Guadalupe Canyon Parkway, contains soil that is subject to slippage and a high-to-very-high rate of erosion and natural vegetation that creates a moderate to high wildland fire hazard.

The Baylands subarea is impacted by a number of noise generators: Traffic on Highway 101 generates noise contours of CNEL 65 dB or more within 1400 feet along the eastern side of the subarea; traffic along Bayshore Boulevard generates a noise contour of CNEL 65 dB or more within 250 feet of that roadway; and noise contours of CNEL 65 dB are generated by train traffic within 175 feet of the railroad tracks.

There is no infrastructure serving most of the Baylands. Development on the subarea would require new roads, a water system, storm drains and sewer systems. The Tunnel Avenue overpass is in need of seismic retrofitting. There is no comfortable adequate pedestrian or bicycle access between the Baylands and the portions of Brisbane west of Bayshore Boulevard.

BEATTY

Beatty (Figure 6) consists of the properties located east of Tunnel Avenue at its intersection with Beatty Avenue, the majority of which are owned by Norcal/Sanitary Fill Company. It is developed with office and warehouse buildings and storage yards.

The Sanitary Fill Company's operations, which occupy the majority of this subarea, overlap the boundary between San Francisco and Brisbane. Although processing and transfer activities are concentrated on the San Francisco side of the boundary, the impacts of traffic, noise and odor cross over into Brisbane's jurisdiction. Much of the subarea consists of former refuse landfill.

Noise contours of CNEL 65 dB or more are found within 1400 feet of Highway 101 to the east and within 150 feet of the railroad tracks to the west of the subarea. The portion of the subarea that is landfill is subject to very intense ground-shaking and liquefaction during earthquakes.

RESIDENTIAL POPULATION CHARACTERISTICS

Brisbane is a city of 2,952 residents, according to the 1990 U.S. Census. In contrast to county growth of 5% during the 1970s and 11% during the 1980s, Brisbane's residential population decreased by 1.7% from 1970 to 1990. The relatively stable number of residents has allowed Brisbane to establish a manageable, fiscally-sufficient and socially integrated community. It continues to house seniors, single parents and working families despite the intense real estate market pressures of the Bay Area.

When data from the 1990 U.S. Census is compared with the 1980 and 1970 Census, there appears to be a number of new population trends worth noting. The rate of population decline has decreased. Average household size has increased after having decreased during the previous decade. The median age has continued to increase, but the age distribution has changed, apparently due to an influx of 25-44 year olds. Brisbane also continues to become more ethnically diverse.

Although 1990 U.S. Census data is used in the Element, it should be noted that the City of Brisbane challenged the accuracy of the Census without success in achieving requested revisions. Particularly questionable were the figures for total population, total unit counts, vacancy rates and number of homeless. Specific differences between U.S. Census figures and City of Brisbane estimates are discussed where appropriate.

TOTAL POPULATION

According to the 1990 U.S. Census, Brisbane lost population during the preceding decade, continuing a trend observed in 1980. Factors contributing to this may include the comparatively high 1990 vacancy rate and the demolition of a number of substandard housing units.

The rate of population decline for 1980-1990 was about half that for 1970-1980. The amount of single-family residential construction which took place (particularly from 1987 to 1989) may account for this slowing of population loss, as may a recent mini-baby boom detected by the Census.

Table 1.

Population Trends
(1970-1990)

	1970	1980	Change	1990	Change
Total Population	3,003	2,969	-1.1%	2,952	-0.6%
Total Households	1,133	1,362	+20.2%	1,300	-4.6%
Total Units	1,172	1,405	+19.9%	1,382	-1.6%

Source: 1970, 1980 & 1990 U.S. Census

HOUSEHOLDS

Although Brisbane's total population has decreased slightly, average household size has increased. Reversing the trend found in 1980, two-person households are more prevalent than one-person households. The greatest change, though, is in the number of three-person households.

Table 2.

Household Size (1970-1990)

	1970	1980	1990
1 Person	280 (24.8)	502 (36.9%)	438 (33.7%)
2 Persons	379 (33.6)	457 (33.6%)	450 (34.6%)
3 Persons	189 (16.8)	172 (12.6%)	200 (15.4%)
4 Persons	133 (11.8)	152 (11.2%)	140 (10.8%)
5 Persons	71 (6.3%)	54 (4.0%)	40 (3.1%)
6 Or More	76 (6.7%)	25 (1.8%)	32 (2.5%)
Total Households	1,128	1,362	1,300
Persons/Household*	2.66	2.18	2.27

Source: 1970, 1980 & 1990 U.S. Census

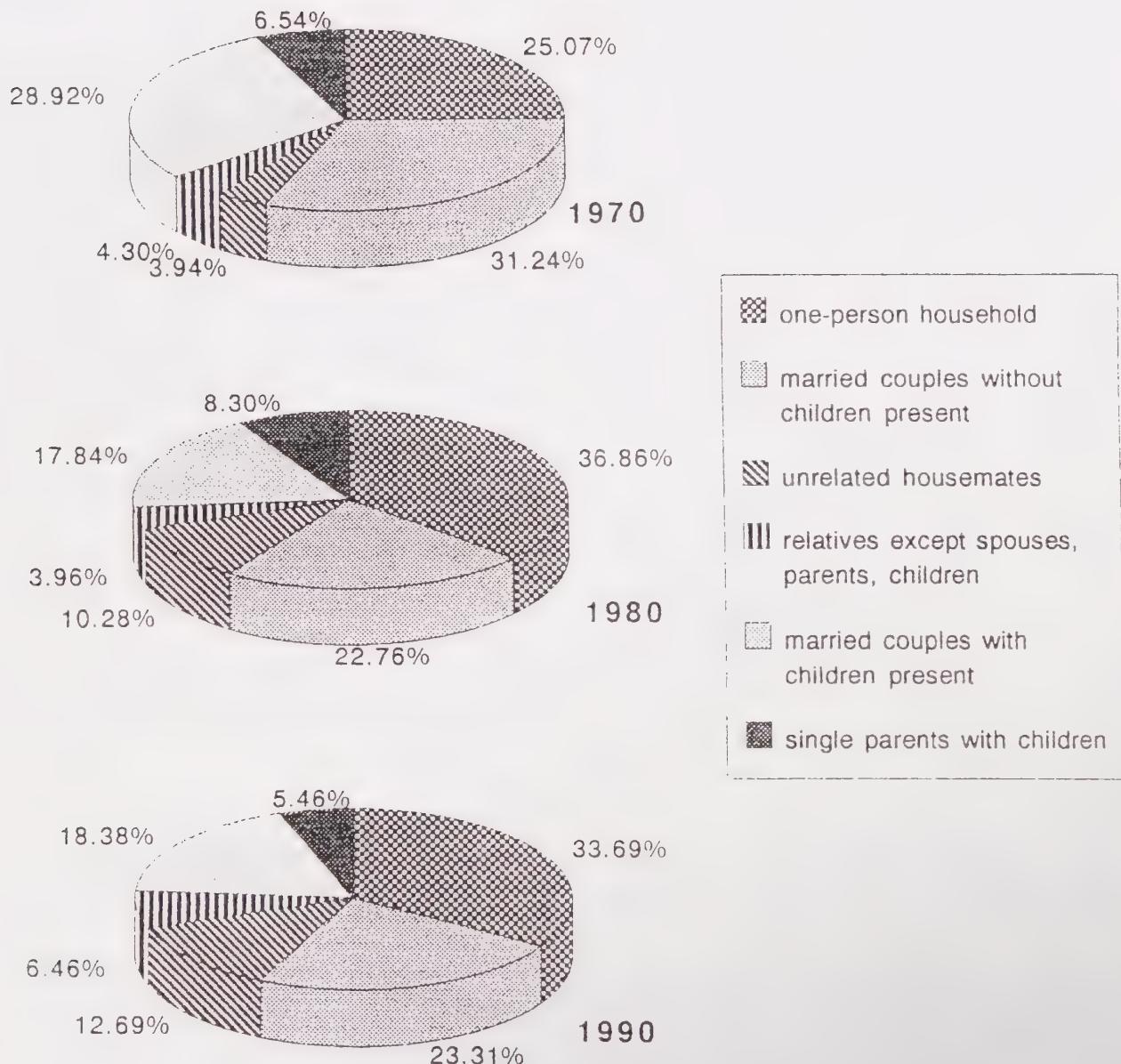
*Does not include Group Quarters population.

The number of households with children continues to decrease (Table 3). Unlike the earlier censuses, the 1990 Census includes offspring 18 years or older among "children" in a household. According to the 1990 Census, there are 182 adult children living with at least one of their parents.

The number and percentage of households containing persons 60 years or older has declined since the 1980 Census (Table 4). There are also fewer instances of persons 60 years or older living alone (Table 5). The greater proportion of older persons living with others may have contributed to the increase in average household size for the total population.

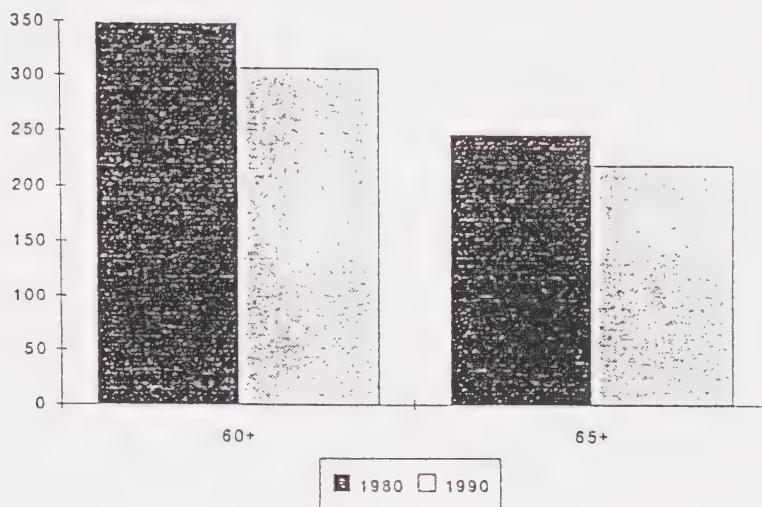
Table 3.

**Household Types
(1970-1990)**



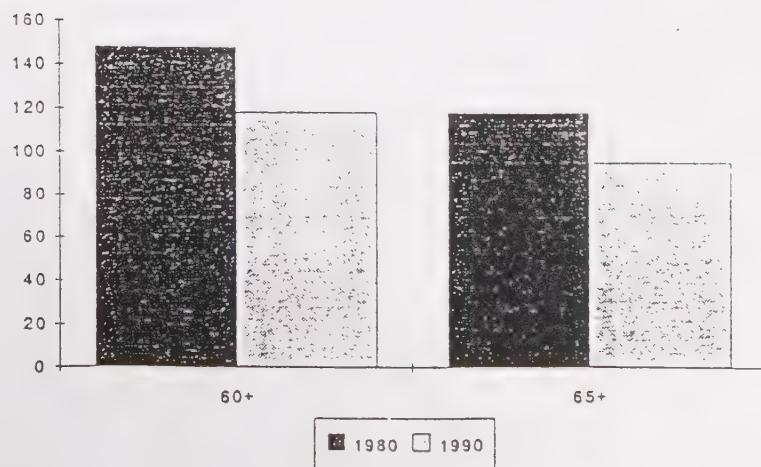
Note: Offspring 18 years or older included as "children" only in 1990 U.S. Census
Source: 1970, 1980 & 1990 U.S. Census

Table 4.
Households with Persons 60+ Years Old
(1980 & 1990)



Source: 1980 & 1990 U.S. Census (figures not available from 1970 U.S. Census)

Table 5.
One-Person Households with Persons 60+ Years Old
(1980 & 1990)



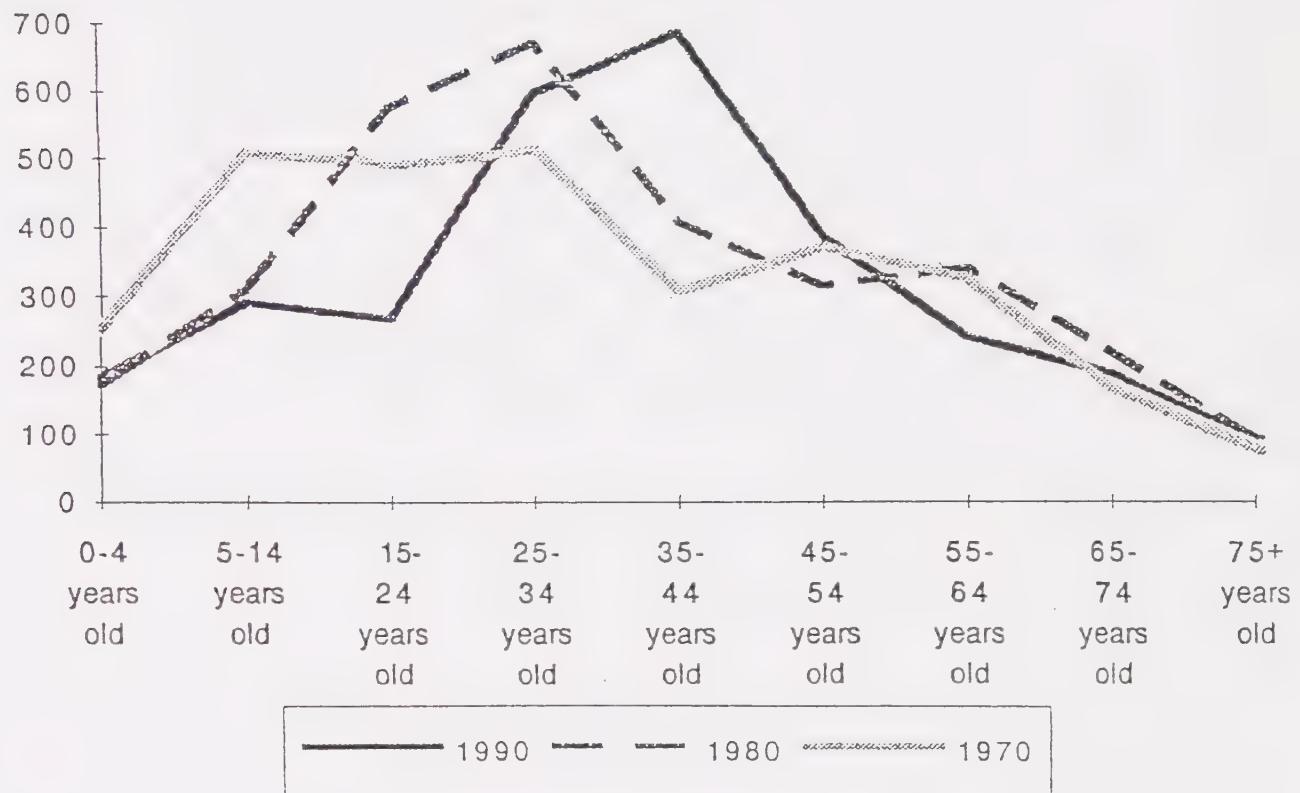
Source: 1980 & 1990 U.S. Census (figures not available from 1970 U.S. Census)

The 1990 U.S. Census identifies Brisbane has having a "noninstitutional group quarters" population of 42 individuals. As defined by the Census, "noninstitutional group quarters" include groups of 10 or more persons unrelated by birth or marriage living in a single housing unit (such as a boarding house). These individuals are not included in household population figures and are not reflected in the persons per household calculation. Based upon Census Block data, it would appear that the commune at 234 Santa Clara Street and the live-aboards at the Brisbane Marina qualify as "noninstitutional group quarters." Also included in the "noninstitutional group quarters" population are the "homeless visible near streets," 11 of which were specifically identified in Census Block 909A (the southwestern-most extremes of the City, including portions of the Brisbane Acres and Crocker Industrial Park).

AGE

Although the median age in Brisbane has increased to 36.5 years old (compared to 33.6 years in 1980 and 29.4 years in 1970), the change does not necessarily appear to result from an aging population since the percentage of population over 55 has decreased since 1980. The increase in median age appears to be related to an influx of people 35-44 years old (Tables 6 & 7). Toddlers make up a higher percentage of the 1990 population than of the 1980 population, although they are still well below the 1970 figures (Tables 6 & 7).

Table 6.

Age Distribution
(1970-1990)

Source: 1970, 1980 & 1990 U.S. Census

Table 7.
Change in Age Distribution
(1970-1990)

	1970	1980	Change 1970-80	1990	Change 1980-90
0-4 Years Old	255 (8.5%)	173 (5.8%)	-32.2%	184 (6.2%)	+6.4%
5-14 Years Old	508 (16.9%)	313 (10.5%)	-38.4%	293 (9.9%)	-6.4%
15-24 Years Old	479 (16.0%)	579 (19.5%)	+20.9%	270 (9.1%)	-53.4%
25-34 Years Old	509 (16.9%)	675 (22.7%)	+32.6%	600 (20.3)	-11.1%
35-44 Years Old	308 (10.3%)	413 (13.9%)	+34.1%	690 (23.4)	+67.1%
45-54 Years Old	377 (12.6%)	319 (10.7%)	-15.4%	393 (13.3)	+23.2%
55-64 Years Old	335 (11.2%)	346 (11.7%)	+3.3%	244 (8.3%)	-29.5%
65-74 Years Old	165 (5.5%)	221 (7.4%)	+33.9%	190 (6.4%)	-14.0%
75+ Years Old	67 (2.2%)	94 (3.2%)	+40.2%	88 (3.0%)	-6.4%

Source: 1970, 1980 & 1990 U.S. Census

Brisbane's age distribution differs from that of San Mateo County as a whole. Brisbane has a greater percentage of adults from 25 to 64 years of age, while the County has larger percentages of persons less than 25 years of age and more than 64 years of age.

Table 8.
Age Distribution
Brisbane and San Mateo County
(1990)

	Brisbane	San Mateo County
Under 25 Years Old	25.2%	31.4%
25-44 Years Old	43.7%	35.9%
45-64 Years Old	21.6%	20.4%
Over 64 Years Old	9.4%	12.3%

Source: 1990 U.S. Census

RACE/ETHNICITY

Brisbane historically has been fairly homogenous in racial make-up. Hispanics, Asians/Pacific Islanders, and Blacks have increased in number and as a percentage of the total population since the 1980 Census.

Table 9.
Racial/Ethnic Background
(1980 & 1990)

	White	Hispanic	Asian/ Pacific Islander	Black	American Indian/ Eskimo	Other
1980	2,441 (82.2%)	364 (12.3%)	93 (3.1%)	20 (0.7%)	15 (0.5%)	36 (1.2%)
1990	2,252 (76.3%)	415 (14.1%)	225 (7.6%)	45 (1.5%)	12 (0.4%)	3 (0.1%)

Source: 1980 & 1990 U.S. Census (figures not available from 1970 U.S. Census)

EMPLOYMENT AND EDUCATION

The 1990 U.S. Census showed that more Brisbane residents, particularly women, were employed than in 1980 or 1970. The total number of persons 16 years of age or older who were employed increased from 1,172 in 1980 to 1,700 in 1990. Of females over 16 years of age, 68% were in the labor force, either employed or seeking employment, compared to 64% in 1980 and 49% in 1970. For males over 16 years of age, 78% were in the labor force, down from 84% in 1980 and 80% in 1970.

A continuation of an earlier trend in the occupational mix of Brisbane's labor force was also found in the U.S. Census results. In 1990, 65% of the workers were in "white collar" jobs (executive, administrative, managerial, technical, sales, etc.) up from 62% in 1980 and 47% in 1970. The proportion of "blue collar" workers (craftspersons, operatives, laborers, etc.) had decreased from 37% in 1970 and 27% in 1980 to 25% in 1990. Service workers made up the remainder of the employed population.

Table 10.

Occupation of Employed Persons Sixteen Years of Age and Older (1970, 1980 & 1990)

Occupation	1970		1980		1990	
	Number	Percent	Number	Percent	Number	Percent
Administrative/Professional/ Technician/Sales/Clerical	670	49%	1,060	62%	1,107	65%
Production/Industrial/ Transportation	502	37%	460	27%	429	25%
Food/Protective/Other Service	178	13%	154	9%	164	10%
Farming/Forestry/Fishing	6	0%	38	2%	0	0%
Total Employed Persons	1,356	100%	1,172	100%	1,700	100%

Source: 1970, 1980 & 1990 U.S. Census

The shift toward "white collar" professions corresponded with an increase in educational levels in Brisbane. Almost 60% of adults had at least some college education, according to the 1990 U.S. Census, compared to just over one-third of adults in 1980 and 16% in 1970. Only 17.3% of adults in 1990 had not completed high school; whereas, about one-fourth in 1980 and over 50% in 1970 had not completed high school.

INCOME LEVELS

Brisbane's mean (average) household income earned in 1989 was estimated to be \$44,155. This is an increase from the average of \$36,978 found by the 1980 Census.

Table 11.
Mean Household Income
(1980, 1990 & 1995)

Year	Brisbane	San Mateo County	Bay Area
1980	\$41,617	\$50,881	\$45,100
1990	\$46,903	\$63,672	\$56,000
1995	\$49,600	\$67,500	\$59,500

Source: ABAG Projections '92 (in constant 1990 dollars)

Median household income is that amount below which are half of the households and above which are half of the households. The median differs from the mean in that it is much less affected by the values of the highest household incomes, which skew the mean upward. Brisbane's median household income was estimated by the Census to be \$38,368. This is a significant increase since the 1980 Census, which found a median income for Brisbane of \$19,618. Brisbane's median income remains below that for San Mateo County as a whole, \$46,437.

Households can be categorized by income levels as very-low, low, moderate and above-moderate. These categories are set forth in the California Administrative Code as used by the State Department of Housing and Community Development (HCD) and are based largely upon the U.S. Department of Housing and Urban Development (HUD) income groupings to determine eligibility for Federal housing assistance. A very-low income household has an income of up to 50% of the median income for the area for households of the same size. A low income household has 51 to 80% of the median income. A moderate income household has 81 to 120% of the median income. A household with an income greater than 120% of the median income is considered above-moderate.

Such detailed information is not yet available from the 1990 U.S. Census (as of April 1994), but can be approximated using the data at hand. Using the County-wide median for all households as a standard, it could be estimated that 415-450 Brisbane households (32-34% of the total) would be considered very-low income (earning up to 50% of the median, or \$23,219), 165-229 (13-17%) would be considered low income (51-80% of the median, or \$23,220-\$37,150), and 280-335 (21-26%) would be considered moderate income (81-120% of the median, or \$37,151-\$55,724).

Table 12.
Brisbane Households by Income Levels
(1990)

	Very Low Income	Low Income	Moderate Income	Above Moderate Income	Total
Annual Income Limit*	\$23,219	\$37,150	\$55,724	Above \$55,724	---
Total Households	415-450	165-229	280-335	363-389	1,313**
Percent of Households	32-34%	13-17%	21-26%	28-30%	100%

Source: 1990 U.S. Census

*Based upon San Mateo County median for all households.

**Note statistical discrepancy between total households shown here (based on sample survey only) and that in Table 2 (based upon 100% count of all households).

Another method of describing income is in terms of above or below the poverty level. The poverty level threshold is a relative term used by the Federal government, reflecting the ability to afford a nutritionally adequate diet. It varies with household size and number of children under 18 years of age. For example, for a family of four including two children, the poverty level in 1989 was an annual income of \$12,575; for a four-person family of a single-parent and three children, the poverty level rose to \$12,619. The poverty level is updated annually and applied on a national basis, with no regional, state or local adjustments.

According to the 1980 U.S. Census, there were 60 households below the poverty level in Brisbane in 1980; these were all nonfamily households in which the householder was 15 to 64 years old. The 1990 U.S. Census found an estimated 90 households below the poverty level, containing an estimated total of 253 persons--8.6% of Brisbane's population (compared to San Mateo County's overall rate of 6.3% and the 13.1% rate nationwide). Over half of these households were families. The Census estimated that almost three-fourths of those persons below the poverty level earned less than 50% of the poverty level.

Of those persons identified as being below the poverty level, the Census estimated that about one-fourth were under 18 years of age, and approximately one-sixth were 65-74 years old. There were a disproportionate number of 6-17 year olds and 65-74 year olds below the poverty level compared to the general population.

Among those households below the poverty level, it was estimated that 40% were one-person households, just less than 30% were married couples without children present, about 14% were married couples with related children under 18 years of age, approximately 8% were nonrelated households, and approximately 8% consisted of female householders (no husband present) with related children under 18 years of age. Almost 87% of the families identified as being below the poverty level were white; the remainder were Asian/Pacific Islander.

According to the 1990 U.S. Census, approximately 45 households received public assistance in 1989, totaling 96 persons, 32 of whom were 65 years old or older, and 11 of whom were under 15 years of age.

HOUSING CHARACTERISTICS

Although a considerable amount of construction activity has occurred since the 1985 Housing Element was adopted, Brisbane has retained an interesting mix of residential structures. While new houses built have been larger in scale and many older homes have been expanded to increase their livability, a significant number of Depression-era cottages remain. This mix of unit age, size and style is part of the character of the "bowl".

According to City permits, 72 new units were completed in Central Brisbane between April 1, 1980 and April 1, 1990, including 7 units replacing previously existing ones. According to the 1990 U.S. Census, the total number of units has decreased. The demolition of the Cozy Cove Motel complex, a collection of deteriorated rental and trailer units, may have accounted for some of this decrease; the remainder cannot be identified, and thus the decrease is a matter of dispute between the City and the U.S. Census Bureau (Table 13).

Table 13.

**Change in Total Unit Count
City Projection vs. U.S. Census
(1980-1990)**

	Detached Single-Family	Multi-Family	Mobile-homes	Other	Total
1980 U.S. Census	1,026	324	55	0	1,405
Demolished Units ¹	-14	-41	-15	0	-70
Converted Units ²	-1	+2	0	0	+1
Replacement Units ³	+6	+2	0	0	+8
New Units ⁴	+53	+12	0 ⁵	+11 ⁶	+76
1990 City Projection	1,070	299	40	11	1,420
1990 U.S. Census	904	394	63	21	1,382
Difference between 1990 City Projection and 1990 Census	-166	+95	+23	+10	-38

¹ Source: City demolition permits 4/80-3/90; includes duplex, 28 motel rooms, 11 cabins and 15 trailers at the Cozy Cove

² Source: City occupancy permits 4/80-3/90; single-family residence converted into 2 "multi-family" units through the addition of an attached secondary dwelling unit

³ Source: City demolition and occupancy permits 4/80-3/90; new units which replaced previously existing units, including a duplex which replaced a single-family residence

⁴ Source: City occupancy permits 4/80-3/90; new units on previously vacant land

⁵ Mobile home park units are difficult to track because they require no City permits

⁶ Live-aboards at the Brisbane Marina

In the three years following the 1990 U.S. Census (April 1, 1990-March 31, 1993), the City issued Certificates of Occupancy for 17 new single-family residences, 2 secondary dwelling units and 3 multi-family-residential units. During that same period, demolition permits were issued for 3 single-family residences.

UNIT TYPE

The 1990 Census identified the majority of residences in Brisbane as single-family homes, 65.4% of the total number of units (Table 14). Within the single-family category, there is a substantial range of unit sizes, from small sixty-year-old cottages to new four-bedroom four-story houses. A 1990 survey by City staff identified over 50 existing primary units of less than 600 sq. ft. In comparison, a review of building permits for new single-family units built between April 1980 and April 1990 found the average gross house size (including garage) to be 2,303 sq. ft., within a range of 1,033 to 4,547 gross sq. ft.

Table 14.

**Housing Type
(1980 & 1990)**

	1980	1990	Change
Detached Single-Family	1,026 (73%)	904 (65.4%)	-122
Multi-Family	324 (23.1%)	394 (28.5%)	+70
Mobilehomes	55 (3.9%)	63 (4.6%)	+8
Other (Houseboats, Etc.)	0 (0%)	21 (1.5%)	+21
Total	1,405	1,382	-23

Source: 1980 & 1990 U.S. Census

Multi-family units make up 28.5% of the total housing stock. Over two-thirds of Brisbane's apartments are in complexes of nine or fewer units. Some of these apparently are secondary units constructed without benefit of permits. Also included as multi-family units are residential units in mixed-use buildings. A 1990 City staff survey identified 23 small, upper-floor units in older commercial buildings along Visitacion and San Bruno Avenues. The remainder of the housing stock consists of mobilehomes in the mobilehome park on Bayshore Boulevard and a limited number of live-aboards at the Brisbane Marina.

UNIT SIZE

A shift in unit size has occurred over the past decade. In 1980, the most prevalent units contained 4-5 rooms (note that the U.S. Census does not include bathrooms, halls, utility rooms, or unfinished space as "rooms"). In 1990, units with 6 or more rooms constituted the largest segment of the total, likely a result of the remodeling and new construction activity which took

place during the preceding decade. Yet, the greatest percentage of increase was seen in the number of 1-2 room units, which is not reflected in the City's building permit records which includes only one new 2-room unit between the 1980 and 1990 Censuses.

Table 15.

**Housing Unit Size by Number of Rooms
(1980 & 1990)**

	1980	1990	Change
1 Room	61 (4.3%)	66 (4.8%)	+7 (+11.5%)
2 Rooms	104 (7.4%)	148 (10.7%)	+44 (+42.3%)
3 Rooms	252 (17.9%)	225 (16.3%)	-27 (-10.7%)
4 Rooms	341 (24.3%)	290 (21.0%)	-51 (-15.0%)
5 Rooms	345 (24.6%)	273 (19.8%)	-72 (-20.9%)
6+ Rooms	302 (21.5%)	380 (27.5%)	+78 (+25.8%)
Total	1,405 (100%)	1,382 (100%)	-23 (-1.6%)

Source: 1980 & 1990 U.S. Census

According to the 1990 U.S. Census, the average number of bedrooms per unit was 2.01; the median was 2.53. For owner-occupied units, the average was 2.35 and the median, 2.97. For renter-occupied units, the average was 1.49 and the median, 2.04.

These figures can be compared to the nationwide median home, which contains 5.4 rooms, including 2.6 bedrooms, and 1,688 sq. ft.

TENANCY

Approximately 40% of the occupied units in Brisbane are rentals (Table 16). The largest component of Brisbane's occupied rental housing stock consists of detached single-family units (200 units, 38.8%), with the next largest being complexes of 10 or more units (114 units, 22.1%), followed by 2-unit structures (73 units, 14.1%) (Table 17). Compared to owner-occupied units, rental units are typically smaller (3.42 vs. 5.30 mean rooms per unit), contain smaller households (1.96 vs. 2.42 persons per occupied unit), and are more densely occupied (9% of renter-occupied units have more than 1 person per room, compared to 3.7% of the owner-occupied units).

Table 16.

**Tenancy
(1980 & 1990)**

	1980	1990
Owner-Occupied Units	784 (58%)	784 (60.3%)
Renter-Occupied Units	578 (42%)	516 (39.7%)
All Occupied Units	1,362 (100%)	1,300 (100%)

Source: 1980 & 1990 U.S. Census

Table 17.

**Renter-Occupied Units
(1990)**

Unit Type	Number of Units	Percentage of Total
Detached 1-unit structures	200	38.8%
Attached 1-unit structures	17	3.3%
Units in 2-unit structures	73	14.1%
Units in 3-4 unit structures	34	6.6%
Units in 5-9 unit structures	62	12.0%
Units in 10+ unit structures	114	22.1%
Mobilehome or trailer	3	0.6%
Other units (houseboats, etc.)	13	2.5%
Total units	516	100%

Source: 1990 U.S. Census

VACANCY

According to the 1990 U.S. Census, there were 82 units in Brisbane which were vacant (Table 18). This amounts to 5.9% of the total number of units. The actual vacancy rate--the number of units specifically available for occupancy, either for rent or for sale--was much lower. In 1990, the vacancy rate for Brisbane was 3.8%, an improvement over the 2.9% rate in 1985 and 3.1% rate in 1980.

Table 18.

Vacancy Status (1990)

	Number	Percentage of Vacant Units	Percentage of Total Units
For Rent	37	45.1%	2.7%
For Sale	15	18.3%	1.1%
Rented or Sold, Not Occupied	6	7.3%	0.4%
Recreational or Occasional Use	6	7.3%	0.4
Other (for Personal Reasons)	18	22.0%	1.3%
Total	82	100%	5.9%

Source: 1990 U.S. Census

LENGTH OF OCCUPANCY

The turnover rate among households in Brisbane is fairly normal: about half the households had lived in their home at the time of the 1990 U.S. Census for five years or less, while almost 20% had not moved for at least 20 years. As could be expected, renters tended to move more than owners.

HOUSING COSTS AND VALUES

The cost of housing increased dramatically during the 1980's. The Northern California Real Estate Research Council's "Peninsula Market Trend Index" shows that Peninsula home values increased 183 percent between the Census date in 1980 and October, 1989. Most of this precipitous climb in value occurred during the last five years of the decade; the increase from April, 1985 to October, 1989 was 112%.

The owner-estimated median home value reported by the 1990 U.S. Census for Brisbane was \$268,400 (214% of the 1980 median value of \$85,600). Reported real estate sales figures kept by the Brisbane Building and Planning Department show that average annual residential sales prices (single-family and condos) have climbed from \$131,205 in 1987 to \$264,601 in 1990. This represents a 102% increase in housing costs during this period, or an annual average increase of

26%. The housing market has since softened, with the average reported sales price in Brisbane dropping to \$236,266 in 1991 and \$226,153 in 1992.

In 1990, median monthly housing costs were reported at \$1,122 for owner occupants with a home mortgage and \$164 for those without a mortgage.

Rents have not increased quite as much as ownership housing prices. In a Fall, 1989 special report, the Bay Area Council noted that after sharp rent increases in the early 1980's, multi-family building in the region increased dramatically. As a result, rents throughout the area stabilized for several years. However, a slowdown in construction in 1987 and 1988 caused rents to climb again. In October, 1989, San Mateo County's median monthly rent for a two-bedroom apartment was tied with Marin County for second-highest in the region: at \$825. Only San Francisco was higher at \$975 per month.

Brisbane's mean monthly rent from occupied units rose from \$281 in 1980 to \$669 in 1990 (U.S. Census). Results from a 1990-1991 City survey of 242 rental units (including single-family residences) are included below. These units represent 44% of the total rental units (occupied and for rent) identified by the 1990 U.S. Census. Rents for these units are lower than County rents noted above and are generally affordable to low and moderate income households.

Table 19.
1990-1991 Rent Survey of Brisbane Units

Rent	Studio	1-Bedroom	2-Bedroom	3-Bedroom	4-Bedroom
\$350	---	1	---	---	---
\$400	---	6	---	---	---
\$425	2	---	---	---	---
\$450	4	---	---	---	---
\$475	1	---	11	---	---
\$485	4	---	---	---	---
\$495	2	---	---	---	---
\$500	4	28	---	---	---
\$525	---	---	---	1	---
\$535	---	6	---	---	---
\$550	3	22	---	---	---
\$565-595*	---	8	---	---	---
<\$600*	---	---	2	---	---
<=/=\$600*	---	---	3	1	---
\$600	---	50	---	---	---
\$625	---	1	---	---	---
\$600-650*	---	2	---	---	---
\$650	---	10	---	---	---
\$675	---	---	4	---	---
\$700	---	1	2	---	---
\$725	---	1	---	---	---
\$650-750*	---	4	2	---	---
\$700-750*	---	---	2	---	---

continued on following page

Table 19.
(continued from previous page)

1990-1991 Rent Survey of Brisbane Units

Rent	Studio	1-Bedroom	2-Bedroom	3-Bedroom	4-Bedroom
\$750	--	3	9	--	--
\$750-795*	--	--	4	--	--
<\$800*	--	1	2	--	--
\$800	--	--	6	--	--
\$850	--	--	6	--	--
\$875	--	--	2	--	--
\$895	--	--	2	--	--
\$850-900*	--	--	4	--	--
\$875-900*	--	--	1	1	--
\$900	--	--	1	--	--
\$940	--	--	1	--	--
\$950	--	--	1	1	--
<\$1000*	--	--	2	1	--
\$800-1200*	--	1	3	--	--
\$1200	--	--	--	--	1
\$800-1250*	--	--	--	1	--
Total	20 (8%)	145 (60%)	70 (29%)	6 (2%)	1 (1%)
Average Rent	\$485	\$565	\$718	\$738	\$1200

*Not included in average.

Source: Brisbane Building and Planning Department Rental Surveys, October 1990 and January 1991

SECTION II.

LAND INVENTORY

HIGHLIGHTS:

Under the 1994 General Plan and current zoning, Brisbane has the housing development capacity for 735+ units.

This figure is based upon the infill capacity in Central Brisbane, the approved development of the Northeast Ridge, and additional existing potential elsewhere in the City.

This existing capacity exceeds the Association of Bay Area Government's 1988-1995 housing needs determination of 700 units.

As required by State law, sites to be examined for their potential to provide affordable housing have been identified in the Central Brisbane, Southwest Bayshore, and Northwest Bayshore subareas.

STATE REQUIREMENTS

State law requires local governments to ensure that sufficient land is provided for residential use at standards and densities appropriate to meet housing needs of all economic segments of the community. Designating these lands is one of the major considerations of the Land Use Element of the General Plan.

The responsibility of the Housing Element is to identify lands that may be suitable for residential development, especially for affordable housing, either through new construction on vacant or redeveloped lands or the intensification of existing residential uses. The inclusion of specific sites in the Housing Element does not necessarily mean that housing will be built there. It does mean that these sites should be carefully examined for their residential potential.

SUITABILITY OF SUBAREAS FOR RESIDENTIAL DEVELOPMENT

The following discussion of the suitability of lands in Brisbane for residential development is organized by the geographical subareas described in Section II in order of their potential for housing during the time frame of the 1990-1995 Housing Element. The City's 1985 Housing Element recommended several sites as suitable for residential development. Those that are still available are discussed in this section along with newly identified sites.

CENTRAL BRISBANE

City of Brisbane policy encourages housing development through infill of existing residential areas where public service infrastructure and streets are in place. Central Brisbane is the subarea containing most of the residential development in the City (Figure 7). The 1994 General Plan contains three land use designations for this subarea which include residential uses: Residential 2 1/2 - 14 units per acre (covering the R-1-5,000 and R-2 Zoning Districts), Residential 15-30 units per acre (covering the R-3 District), and Neighborhood Commercial/Retail/Office (covering the C-2 District). In this subarea, as of July 1, 1993, there were approximately 50 currently-developable vacant building sites in the R-1-5,000 District, four in the R-2, and six in the R-3 District. Only one of these properties (10,000 sq. ft. owned by the City on Plumas Street) is large enough to qualify for 5 units or more, with the potential specifically for affordable units through inclusionary and density bonus housing policies. The total maximum yield on these vacant sites would be 71 units. Approximately 14 vacant sites would require Parcel Maps or Certificates of Compliance to develop. At least 9 additional vacant properties would require amendment of the "substandard lot" zoning regulations to develop, because they do not qualify as building sites under the current "substandard lot" provisions.

Additional rental units could be provided in the R-1-5,000 District through approval of Use Permits for secondary dwelling units. To qualify, the site must be at least 5,000 sq. ft. in area and have adequate parking and traffic circulation; additional restrictions apply. Staff estimates that 43 vacant and 291 developed properties meet the minimum lot size standard. The actual potential is probably less because of the circulation problems associated with Brisbane's long cul-de-sac streets and the difficulties involved in providing additional parking on steep slopes.

There is also potential for intensification of developed sites in the R-2 and R-3 Districts, with a maximum yield of 70 units. One R-3 site is large enough to qualify for five additional units under the current zoning, with the potential specifically for affordable units through inclusionary and density bonus housing policies.

Mixed-use residential units above/behind commercial uses in the C-2 District along Visitacion and San Bruno Avenues are also a possible source of more housing. Such uses require approval of a Use Permit. There are approximately 31 mixed-use residential units currently in the C-2 District, with the potential for more on vacant and underutilized lands.

Affordable housing opportunities in Central Brisbane are generally constrained by steep slopes and shallow soils, and by infrastructure constraints, such as narrow streets and aging water and sewer lines. Developing housing to address these constraints invariably increases construction costs and, conversely, reduces opportunities for market-rate housing to serve low and moderate income households.

Infill development of duplex and multi-family structures in the R-2 and R-3 Districts could provide the best opportunities for affordable housing if development costs could be contained. These sites generally have services in place, adequate access and few environmental concerns. As older or substandard homes in the R-2 and R-3 zones become obsolete, replacement with higher density, more affordable housing may be feasible.

Several sites have been identified for further examination for their potential to accommodate affordable housing. These are illustrated on Figure 8.

Figure 7.

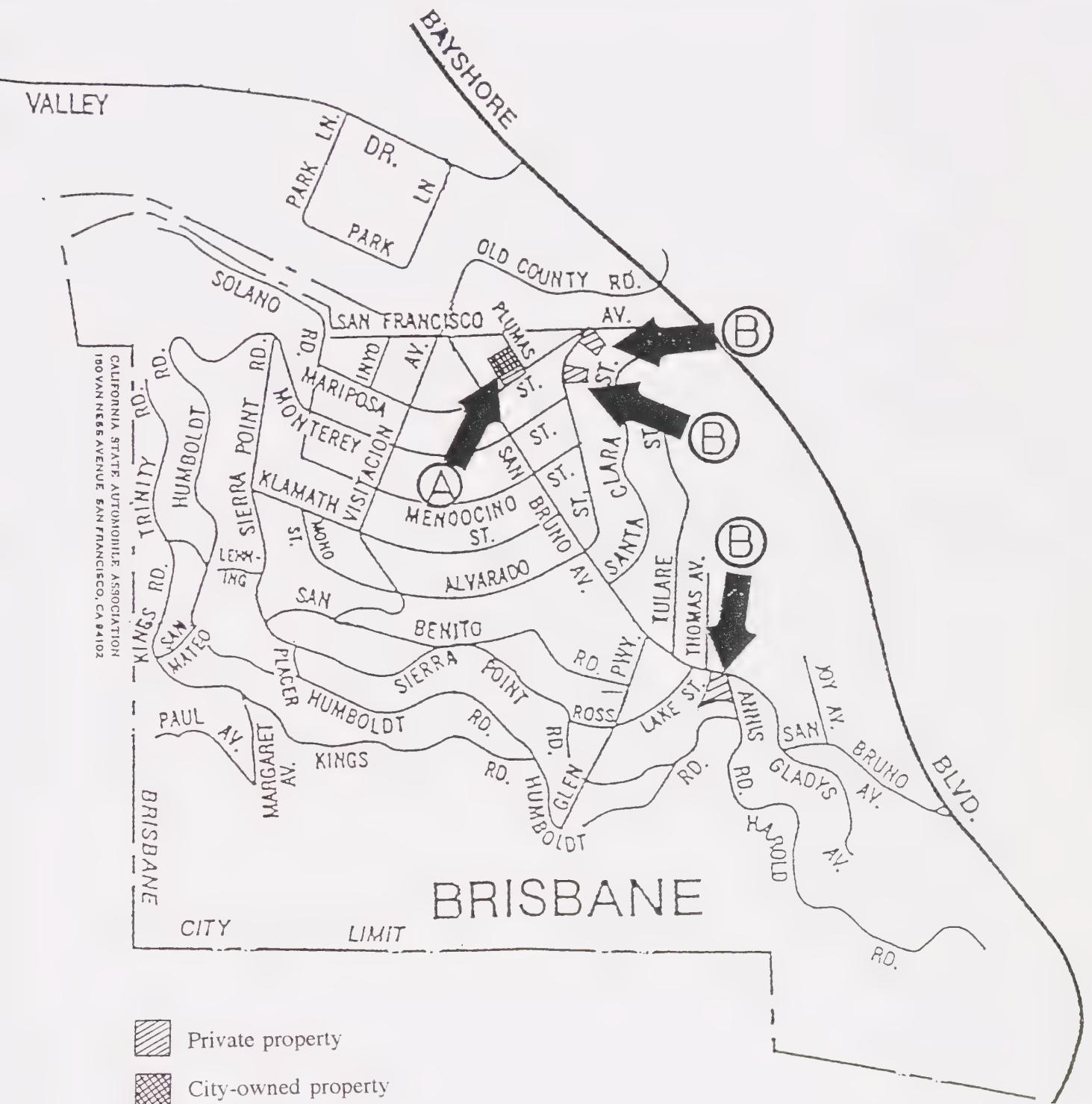
POTENTIAL DEVELOPMENT IN THE R-1-5,000, R-2 AND R-3 DISTRICTS



Buildable Conforming and Substandard Vacant Sites
Unrecorded Vacant Sites (Requiring Parcel Map/Certificate of Compliance)
Nonconforming Vacant Sites (Requiring "Substandard Lot" Amendment)
Developed R-2 and R-3 Sites with Potential for Additional Units

Figure 8.

SITES IN CENTRAL BRISBANE OF SUFFICIENT SIZE TO ACCOMMODATE POTENTIAL AFFORDABLE HOUSING



The City owns a 10,000 sq. ft. property at 20 Plumas Street, which is adjacent to a 5,000 sq. ft. privately-owned parcel (Site A in Figure 8). Both sites are vacant and zoned R-3, which permits up to 1 unit per 1,500 sq. ft. of land area. If the properties could be consolidated, zoning would allow up to 10 units on the combined lots (separately, a total of only 9 units would be possible on the two properties). If an affordable housing project were feasible and a 25% density bonus were granted, two additional units could be provided for low/moderate income households. The City could designate Redevelopment Low and Moderate Income Housing Funds for land purchase or other purposes related to site development. This site particularly has potential for senior housing.

Three properties currently zoned for single-family development are located near existing R-3 Multiple Use Residential Districts and are of a size large enough to accommodate affordable multi-family residential development. These are identified in Figure 8 as Site B.

North of the apartment building at 21 Alvarado Street are three lots which total approximately 7,500 sq. ft. in area. This site is developed with a residence. All three lots are within the R-1-5,000 District. Under R-3 zoning, a maximum of 5 units could be permitted if all three lots were combined, with the potential for an additional bonus unit, if it were an affordable housing project granted a 25% density bonus.

South of the apartment building at 21 Alvarado Street are three lots which total approximately 6,300 sq. ft. in area. The site is developed with a residence. The property is split-zoned; two of the lots are within the R-3 District, and one is in the R-1-5,000 District. If all three lots were zoned R-3, a maximum of 4 units could be permitted.

At the southwest corner of San Bruno Avenue and Annis Road, across from the apartment building at 71 Thomas Avenue, is an approximately 20,000 sq. ft. vacant parcel located within the R-1-5,000 District. If this property were rezoned R-3, a maximum of 13 units could be permitted, with the potential for additional bonus units. However, a serious constraint to development of this site is the adjacent intersection of San Bruno Avenue, Annis Road and Thomas Avenue, which is substandard and which has sight-distance deficiencies.

BRISBANE ACRES

There are approximately 105 acres of undeveloped land under the 1994 General Plan land use designation of Residential 0-2 units per acre and within the R-1-20,000 District in the Brisbane Acres. Under this zoning, there is the gross potential for 210 single-family units. In actuality, the vacant land in this subarea is held in over 60 various ownerships, based upon which the actual potential number of units would be 198.

The Brisbane Acres is comprised of a collection of unrecorded lots and private roadways on extremely steep slopes. For most of the properties, there is neither developed access nor infrastructure. The lands are within the San Bruno Mountain Habitat Conservation Plan which requires identification and mitigation of impacts on endangered butterfly habitat and includes reservation of 40% of the area as "Conserved Habitat" (Figure 2).

Before housing can be constructed in the Brisbane Acres, issues of access, circulation, infrastructure and fire safety must be addressed. Based upon the public facilities and infrastructure requirements established in the General Plan, in conjunction with geological studies, determinations can be made of the specific potential of individual sites.

City policy has held that development should be concentrated in locations where adequate access and utilities are available and where grading can be minimized, thus leaving open and untouched the steepest and most remote areas. To that end, the City adopted a density transfer program for the Brisbane Acres in 1980. However, as TDR programs are primarily driven by economic forces,

the effectiveness of the approach cannot be evaluated at this time since the economic recession has resulted in a general slowdown in housing starts.

A potential area to receive transferred densities is that portion of the Brisbane Acres east of San Bruno Avenue. There are nine vacant parcels, portions of two additional vacant parcels, and three developed parcels (including a condominium project) in this area. The combined area of the vacant parcels is 13.3 acres. These are zoned R-1-20,000, one residential unit per 20,000 sq. ft. of land area. Under the current zoning and ownership pattern, the maximum number of units possible is 24. Current City policy and ordinances provide for an increase in this density under the density transfer program, if an equivalent amount of land is preserved as permanent open space elsewhere in the Brisbane Acres.

SOUTHWEST BAYSHORE

In this subarea are the Highway Lots, lands along Bayshore Boulevard south of Old County Road which are zoned H-1, Highway Commercial (with some split-zoned lots also in the R-1-20,000 District) and which are designated Subregional Commercial/Retail/Office in the 1994 General Plan. Single-family residential development on sites 10,000 square feet or larger and 3-acre minimum residential "trailer parks" of up to 12 units per acre are conditional uses in the H-1 District requiring Use Permit approval. There are approximately nine residential structures in this area, and a 63-unit mobilehome park provides low cost housing for 61 single-wide and 2 double-wide mobilehomes. Utilities and access are readily available.

The existing residential units co-exist with an odd assortment of uses, including industrial and marine-related commercial. All uses are adversely affected by traffic noise from Bayshore Boulevard. Lots slope steeply up toward the rear. The area is located within the jurisdiction of the Habitat Conservation Plan. As part of an evaluation of residential development potential in the area, consideration should be given to issues of compatibility and environmental constraints.

Should the area prove conducive to additional residential uses, single-family development of 1 unit per 10,000 sq. ft. could infill vacant parcels along Bayshore Boulevard, additional manufactured homes of up to 12 units per acre and live-work housing may be appropriate, and multi-family residential use at R-2 density could be considered. Development of the approximately 7 vacant acres in the Highway Lots at multi-family density could yield an undetermined number of additional units. An inclusionary housing policy would require that some of these units be "affordable."

NORTHEAST RIDGE

Southwest Diversified, Inc., received approval from the City in 1989 for a 579 unit residential development on the Northeast Ridge of San Bruno Mountain. Of the 93 acres approved for development, approximately 55.3 acres are to be developed with homes, 4.8 acres for a public park, 1.7 acres for an elementary school, and the remainder in streets and landscaping. Neighborhood I will contain 268 condominium/townhouse units in three-to-five-unit buildings on 24.6 acres of developable land, with a net density of 10.9 units per acre. Neighborhood II will contain 97 detached single-family residences on 16.5 acres of developable land, with a net density of 5.8 units per acre. Neighborhood III will contain 214 condominium units in 12-to-14-unit buildings on 14.2 acres of developable land, with a net density of 15.0 units per acre. All units will be sold. The approved project is a revision of the original proposal for 1,250 condominium units approved by San Mateo County in 1983.

The redesigned project provides a greater variety in types, sizes and prices of units and is more consistent with the existing character of Brisbane in terms of style, density and price-range. Other

improvements to the 1983 plan include contour grading, reduction in building heights, decreased visibility from Brisbane, access between the project and Central Brisbane, preservation of existing trees, protection of endangered species habitat and development of a riparian area.

Land that is not devoted to housing is designated open space and is protected habitat. Thus, the Northeast Ridge does not provide opportunities for additional housing construction beyond the limits of the approved project.

Affordability of units at the Northeast Ridge will depend on market conditions at the time of completion of units. If sale prices are at levels which can be accommodated by the County's Mortgage Credit Certificate program or other existing applicable program, approximately 100 units will be made affordable to moderate income buyers. The City can use Redevelopment Low and Moderate Income Housing Funds in the event other programs are not available. Up to 135 units will be made adaptable for handicapped persons.

NORTHWEST BAYSHORE

The lands west of Bayshore Boulevard which are designated Planned Development-Subregional Commercial/Retail/Office, Marsh and Open Space in the 1994 General Plan, may present opportunities for residential development. At present, approximately one-third of the total acreage is estimated to be developable. At a density of 1 unit per 5,000 sq. ft. on the developable sites, this subarea could have a potential for 26 mixed-use units. Constraints include steep slopes, wetland areas, protected habitat, localized flooding and toxic contamination.

SIERRA POINT

Sierra Point is designated Sierra Point Commercial/Retail/Office and Bayfront in the 1994 General Plan. The current zoning, redevelopment plan and development agreement that govern that portion of Sierra Point within the City of Brisbane do not permit residential uses. There are environmental constraints to building housing on landfill, as well as freeway noise impacts to be addressed.

SOUTHEAST BAYSHORE, CROCKER PARK, NORTHEAST BAYSHORE AND BEATTY

These areas designated Trade Commercial in the 1994 General Plan and are developed with heavy commercial uses including warehousing, light manufacturing and distribution. Uses in these subareas generate traffic over a 24-hour period, may involve hazardous materials, and generate other impacts that are incompatible with residential development. The land use designations for these subareas do not permit residential uses.

BAYLANDS

The Baylands is designated Planned Development-Trade Commercial, Bayfront and Lagoon in the 1994 General Plan. The characteristics of the land in this subarea, including the old municipal waste landfill and the industrial contamination described on page 15, as well as the necessity to obtain additional information about the land through the ongoing testing and remediation programs under the authority of a number of regulatory agencies, make the land, as currently configured, unsuitable for residential development.

OWL AND BUCKEYE CANYONS

Brisbane's sphere of influence includes the rare and endangered habitats within Buckeye and Owl Canyons to the west of Central Brisbane. The State Department of Fish and Game purchased approximately 93 acres of these canyons to be preserved as open space, and the subarea is designated as Open Space in the 1994 General Plan.

QUARRY

The Brisbane Quarry, west of Owl Canyon, is also located within Brisbane's sphere of influence. It is anticipated that the Quarry will be annexed to the City and converted to other uses after reaching a predetermined topographical configuration, which would occur beyond the time frame of this Housing Element and the 1994 General Plan. Housing was one of the potential uses examined in the development of the 1994 General Plan for the ultimate reuse of the Quarry, but the environmental constraints identified, including access limitations, dust, erosion and rockfall, resulted in elimination of residential uses from further consideration.

Table 20.

Potential Residential Development Capacity of Vacant/Underdeveloped Lands

Subarea	Vacant Acreage/ Zoning District*	Potential for New Units on Vacant Land Under Current Zoning*	Potential for New Units on Underdeveloped Land Under Current Zoning*	Alternatives for Additional New Units on Vacant/ Underdeveloped Land
Central Brisbane	11/R-1-5,000 0.5/R-2 1.5/R-3 2/C-2 0.5/H-1	85 units (including unrecorded but conforming lots); Undetermined number of secondary units in R-1-5,000 District and mixed-use units in C-2 District	70 units in R-2 and R-3 Districts; 1 possible density bonus unit; Undetermined number of secondary units in R-1-5,000 District and mixed-use units in C-2 District	Up to 9 more units on sites which currently do not qualify as "buildable substandard lots;" Site A: 1 more unit through consolidation, plus 2 more density bonus units if affordable housing project; Site B: 20+ units if rezoned R-3
Brisbane Acres	105/R-1-20,000	Undetermined number of single- family units (maximum of 198 units under current ownership pattern); Undetermined number of secondary units.	Undetermined number of secondary units	Up to 12 more units through Transfer of Density Rights
Southwest Bayshore	7/H-1	Undetermined number of single- family units	Minimal	Undetermined number of units if rezoned to R-2 density; Undetermined number of bonus density units

continued on following page

Table 20.
(continued from preceding page)

Potential Residential Development Capacity of Vacant/Underdeveloped Lands

Subarea	Vacant Acreage/ Zoning District*	Potential for New Units on Vacant Land Under Current Zoning*	Potential for New Units on Underdeveloped Land Under Current Zoning*	Alternatives for Additional New Units on Vacant /Underdeveloped Land
Northeast Ridge	93/P-D	579	None	None
Northwest Bayshore	45/P-D	None	None	26 units in mixed-use development
Sierra Point	58/O-A	None	None	None
Southeast Bayshore	None/M-1	None	None	None
Crocker Park	14.5/M-1	None	None	None
Northeast Bayshore	None/M-1	None	None	None
Beatty	0.5/C-3	None	None	None
Baylands	470/C-1	None	None	None
Owl and Buckeye Canyons	Outside City limits	None	None	None
Quarry	Outside City limits	None	None	None
Total	808.5 acres	664+ units	71+ units	70+ units
		Total: 805+		

* Zoning current as of April 1994 and subject to change consistent with 1994 General Plan.

Table 21.

**Potential Residential Development Capacity
in the R-1-5,000, R-2, R-3 and P-D (NER) Zoning Districts
by Unit Type**

Zoning District	Single Family Units	Secondary Dwelling Units	Duplex Units in New Projects	Duplex Units As Additions	Multi-Family Units in New Projects	Multi-Family Units As Additions
R-1-5,000						
Current Zoning	50	10+	---	---	---	---
Parcel Maps Under Current Zoning	14	see above	---	---	---	---
Revise Sub-standard Lots	9	--	---	---	---	---
Rezone Site B to R-3	[subtract 1 from Current Zoning]	---	---	---	13	7
R-2						
Current Zoning	2	--	2	16	--	4

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Table 21.
(continued from preceding page)

**Potential Residential Development Capacity
 in the R-1-5,000, R-2, R-3 and P-D (NER) Zoning Districts
 by Unit Type**

Zoning District	Single Family Units	Secondary Dwelling Units	Duplex Units in New Projects	Duplex Units As Additions	Multi-Family Units in New Projects	Multi-Family Units As Additions
R-3						
Current Zoning	1	---	---	---	16	50
Site A Combined	---	---	---	---	1	---
Density Bonus for Site A	---	---	---	---	2	---
Other Density Bonus	---	---	---	---	---	1
P-D (Northeast Ridge)						
Vesting Tentative Map	97	---	---	---	482	---
Subtotals	172	10+	2	16	514	62
Total: 776+						

SECTION III.

HOUSING NEEDS

HIGHLIGHTS:

Brisbane's housing stock continues to age, but there is evidence of improvements in its general condition through private repair and renovation.

The vacancy rate is 3.8%, lower than the optimal rate of 4.5%. Most vacancies occur in studio and one-bedroom rental units.

Overcrowding of units has increased, which appears to relate to the cost of housing.

Housing for-rent is substantially more affordable than housing for-sale. Recent trends in house sales prices, interest rates and income levels have improved the affordability of owner-occupied housing.

The Association of Bay Area Governments has determined that the City of Brisbane has a projected housing need of 700 new units by 1995. The City has the capacity to meet this need.

STATE REQUIREMENTS

California law requires that the Housing Element quantify the City's existing and projected housing needs for all income levels, including a share of regional housing need. The Housing Element must document the condition of the housing stock and household characteristics such as overcrowding and the ability to pay for housing. It must analyze special housing needs, such as those of the handicapped, elderly, large families, farmworkers, families with female heads of households, and those in need of emergency shelter.

The Association of Bay Area Governments (ABAG) is charged by the State with the responsibility for developing housing needs projections for the region and assigning the City's share of the regional need. These determinations are made by formula based upon the following factors: market demand for housing, employment opportunities, the availability of suitable housing sites and infrastructure, commuting patterns, and the type and tenure of housing need.

The Housing Element must evaluate the City's capacity to provide for identified needs given the existing and potential constraints upon housing development.

EXISTING HOUSING NEEDS

The availability, affordability and condition of existing housing stock directly affect the community's ability to meet current housing needs. These factors are generally measured by the numbers of vacant units available for occupancy, overcrowded households, households overpaying for housing, and substandard structures.

HOUSING AVAILABILITY

Vacancy rate is a measure of the number of units available for occupancy, either specifically for rent or for sale. ABAG suggests 4.5% as an optimal vacancy rate for the San Francisco Bay Area. This would provide for normal turnover and would maintain an adequate choice of housing type, size and price range to fulfill a community's needs.

Brisbane's vacancy rate is below the optimal level but higher than the County's. According to the 1990 U.S. Census, Brisbane's vacancy rate was 3.8%, compared to 2.7% for San Mateo County as a whole. 1990 Census data indicates that the vacancy rate for rentals (2.7%) was higher than that for units for sale (1.1%). An October 1990 survey by City staff of 181 apartment units in Brisbane indicated that 7 units were vacant (3.9% of the sample), including one studio (5.3% of the studios sampled) and six 1-bedroom units (4.7% of the 1-bedroom units sampled). No vacant 2-bedroom units were found in a sample of 35.

The number of overcrowded households is generally a strong indicator of housing availability. According to the 1980 U.S. Census, 53 housing units in Brisbane had more than 1.00 persons per room, which the United States Department of Housing and Urban Development (HUD) defines as being "overcrowded." Thirty-three of these were renter-occupied. The 1990 Census found 75 units with 1.01 or more persons per room, 46 of which were renter occupied. Although there has been an increase in the number of overcrowded units, the majority of Brisbane's housing is not overcrowded, as the City's average number of persons per room is 0.49.

Table 22.
**Average Unit Size and Persons Per Unit/Room
(1990)**

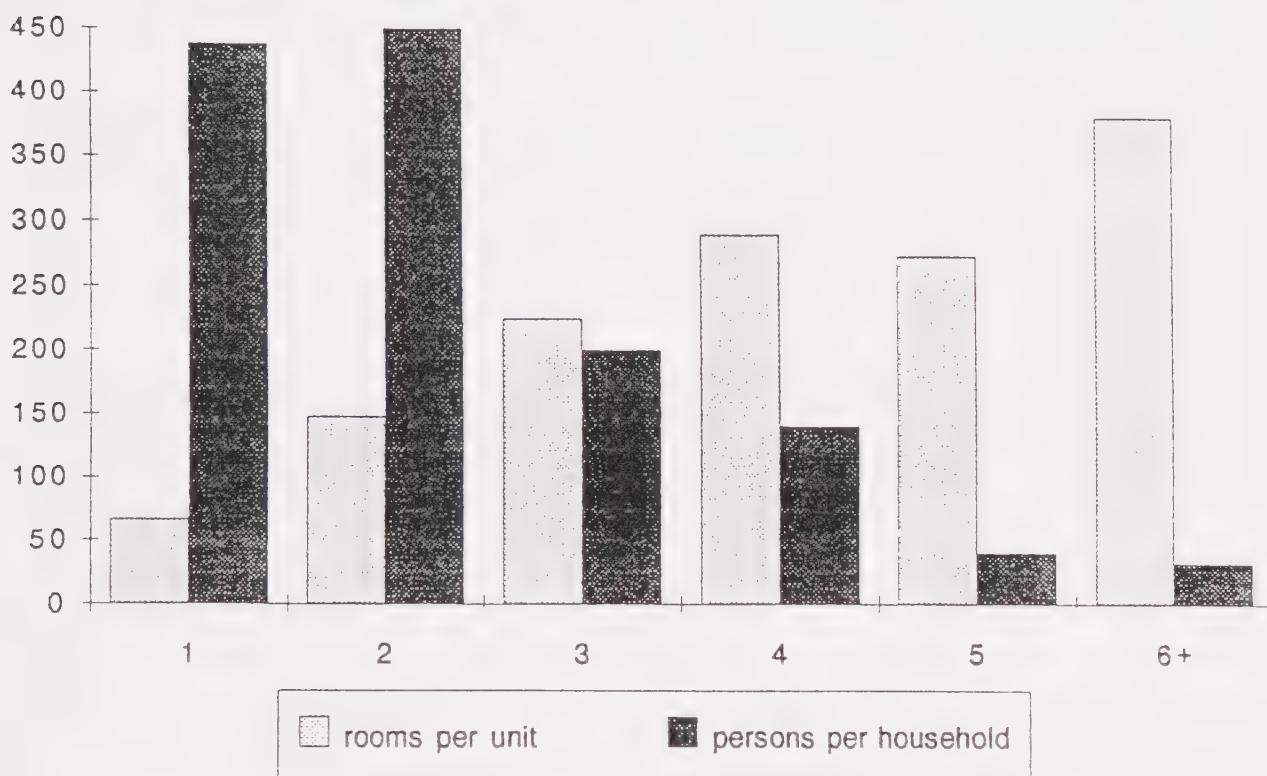
	Total Units	Total Occupied Units	Owner-Occupied Units	Renter-Occupied Units
Mean Rooms Per Unit	4.52	4.56	5.30	3.42
Persons Per Unit	N/A	2.24	2.42	1.96
Persons Per Room	N/A	0.49	0.46	0.57

Source: 1990 U.S. Census

To reduce overcrowding, it may not be sufficient to simply provide larger units. The 1990 U.S. Census found that 16.3% of the households consisted of 4 or more persons. To avoid being overcrowded, households of this size generally need housing with more than two bedrooms, as would typically be found in a 6-room or larger unit. Units of this size are present in the housing stock: 27.5% of the City's housing units contain 6 or more rooms (Table 23). Because the

majority of the housing stock in Brisbane consists of detached single-family units (65% compared to all other types of housing) and because owner-occupied or for-sale units outnumber rental/for-rent units (58% vs. 40%), it is deduced that the majority of these larger units are the more expensive owner-occupied/for-sale detached single-family residences. Thus, rather than being due to a lack of appropriately-sized units, overcrowding may be a result of the cost of larger units.

Table 23.
**Comparison of Household Size and Unit Size
(1990)**



Source: 1990 U.S. Census

HOUSING AFFORDABILITY

Affordability, or the ability of households to pay for their housing, is a function of household income and the cost of housing.

One means of measuring household income is in comparison to the median household income, that amount below which are half of the households and above which are half of the households. The 1990 U.S. Census found that Brisbane's median income was \$38,368, compared to \$46,437 for all of San Mateo County. The State Department of Housing and Community Development periodically updates median household incomes for different household sizes in San Mateo County. Income levels for very-low, low and moderate income households are also calculated.

For example, in April of 1991, the State Department of Housing and Community Development established the following median household incomes for San Mateo County: for a one-person household, the median income was \$34,950; for a two-person household, the median was \$39,900; and for a four-person household, it was \$49,900. These numbers translate into, for example:

A single person making \$2,912.50/month or \$672/week or \$16.80/hour.

A couple, each earning \$19,950/year or \$1,662.50/month or \$384/week or \$9.60/hour.

A family with two children, the husband working full-full time and the wife working half-time, each at \$16.00 an hour, for a combined monthly income of \$4,158.

Table 24 shows affordability for home ownership at various income levels for one-person, two-person and four-person households under typical conditions for 1991. The assumptions used in the table were: (1) 10.5% 30-year mortgage; (2) 10% down payment; and (3) 25% of gross income for principal and interest. It is estimated that additional homeowner expenses, such as taxes and insurance, can require an additional 5-7% of gross income for low- and moderate-income households. This would bring the total housing costs up to 30 to 32% of income, which is comparable to the proportion income lenders use for qualifying loan applicants.

The table illustrates a critical point: With the average sales price for a home in Brisbane having been \$264,601 in 1990, market rate prices were far above what very low, low and moderate income households could afford. A gross annual income of \$103,655 would have been required to afford such a home, given the assumptions listed above.

Recent trends, though, have shown drops in average sales prices (\$226,153 for Brisbane in 1992) and interest rates (6.94% average for 30-year fixed loans among the Bay Area's ten largest lenders in August of 1993), while median income had risen (\$58,400 for a four-person household in San Mateo County in May of 1993, for example). An increase in affordability has resulted, as evidenced by the increased number of sales reported for the first six months of 1993 (20) as compared to the same figures for 1992 (14), 1991 (11) and 1990 (17).

Table 25 shows affordability for rental units at various income levels for one-person, two-person and four-person households based upon State Department of Housing and Community Development April 1991 figures. Thirty percent of gross income is used to establish maximum affordable rent based upon the standard used by HUD for the Section 8 program.

The table illustrates that average rental rates in Brisbane (\$485 for a studio, \$565 for a 1-bedroom unit, \$718 for a 2-bedroom unit, and \$738 for a 3-bedroom unit, according to the City's 1990-

1991 survey) are generally affordable, except to smaller very-low income households earning 50% or less of median income.

Table 26 provides more detailed information regarding the affordability of Brisbane's rental units. The table shows how many units (of the 242 total for which such information was available) were affordable at the specified rent ranges, which relate to the identified income categories and household sizes. This sampling represents 44% of the total rental units identified in the 1990 U.S. Census (Tables 16 and 18). Extrapolating from Tables 2, 12 and 16, it could be projected that there are 77 very-low-, 67 low- and 77 moderate-income one- and two-person households (totaling 221) in Brisbane. Extrapolating from Tables 16, 18 and 26, it could also be projected that there are 20 studio and one-bedroom units affordable for very-low-income households, at least 327 affordable for low-income households, and at least 23 affordable for moderate-income households (totaling 370). While admittedly based upon conjecture, these extrapolations from Table 26 provide additional support for the above conclusions drawn from Table 25.

Generally, households are considered to be overpaying for housing when such costs amount to more than 30% of their income. According to the 1990 U.S. Census, approximately 377 households (32% of those counted) in Brisbane were paying at least 30% of their income on housing.

Among homeowner households, 184 (27%) were paying 30% or more of their income on housing. That is a significant increase over the 14% of owner households which were overpaying according to the 1980 U.S. Census. Thirty-eight owner households with annual incomes of less than \$10,000 were overpaying. Thirty-three of the owner households earning \$10,000-19,999 a year were paying 30+%, as were 57 owner households earning \$35,000-\$49,999 a year and 35 earning \$50,000 or more.

Of a total of 516 renter households, 193 (37%) were paying 30% or more of their income on housing, up from 30% in 1980. All 33 renter households with annual incomes of less than \$10,000 were overpaying. Ninety-six of the renter households earning \$10,000-19,999 a year were paying 30% or more of their income for housing. Sixty renter households earning \$20,000-34,999 were paying 30+%, as were 4 renter households earning \$35,000-49,999 a year.

Table 24.
Home Ownership Affordability
San Mateo County
(1991)

Household Size/ Percentage of Median Income	Income	Monthly Payment	Mortgage	10% Down Payment	Home Price
One Person					
Very Low Income (up to 50% of median)					
50%	\$17,475	\$364	\$40,148	\$4,461	\$44,609
Low Income (51 -80% of median)					
65%	\$22,718	\$473	\$52,193	\$5,799	\$57,993
80%	\$27,960	\$583	\$64,237	\$7,137	\$71,374
Moderate Income (81 - 120% of median)					
90%	\$31,455	\$655	\$72,266	\$8,030	\$80,296
100%	\$34,950	\$728	\$80,296	\$8,927	\$89,217
110%	\$38,445	\$801	\$88,325	\$9,814	\$98,139
120%	\$41,940	\$873	\$96,355	\$10,706	\$107,061
Two Persons					
Very Low Income (up to 50% of median)					
50%	\$19,950	\$416	\$45,876	\$5,097	\$50,973
Low Income (51 - 80% of median)					
65%	\$25,935	\$540	\$59,550	\$6,616	\$66,166
80%	\$31,920	\$665	\$73,335	\$8,148	\$81,483
Moderate Income (81 - 120% of median)					
90%	\$35,910	\$748	\$82,488	\$9,165	\$91,653
100%	\$39,900	\$831	\$91,641	\$10,182	\$101,823
110%	\$43,890	\$914	\$100,794	\$11,199	\$111,993
120%	\$47,880	\$997	\$109,947	\$12,216	\$122,163

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Table 24.
(continued from preceding page)

**Home Ownership Affordability
 San Mateo County
 (1991)**

Household Size/ Percentage of Median Income	Income	Monthly Payment	Mortgage	10% Down Payment	Home Price
Four Persons					
50%	\$24,950	\$520	\$57,344	\$6,372	\$63,716
Low Income (51 - 80% of median)					
65%	\$32,435	\$676	\$74,548	\$8,283	\$82,831
80%	\$39,920	\$832	\$91,751	\$10,194	\$101,945
Moderate Income (81 - 120% of median)					
90%	\$44,910	\$936	\$103,219	\$11,469	\$114,688
100%	\$49,900	\$1,040	\$114,689	\$12,743	\$127,432
110%	\$54,890	\$1,144	\$126,157	\$14,018	\$140,175
120%	\$59,880	\$1,247	\$137,516	\$15,279	\$152,795

Source: California Department of Housing and Community Development, April 1991

Table 25.

Rental Affordability
San Mateo County
(1991)

Household Size	Percentage of Median Income	Income	Rent @ 30% of Income	Expected Unit Type
One Person				
Very Low Income (up to 50% of median)				
	50%	\$17,475	\$437	Studio/1 BR
Low Income (50 - 80% of median)				
	65%	\$22,718	\$568	Studio/1 BR
	80%	\$27,960	\$699	Studio/1 BR
Moderate Income (81 - 120% of median)				
	90%	\$31,455	\$786	Studio/1 BR
	100%	\$34,950	\$874	Studio/1 BR
	110%	\$38,445	\$961	Studio/1 BR
	120%	\$41,940	\$1,049	Studio/1 BR
Two Persons				
Very Low Income (up to 50% of median)				
	50%	\$19,950	\$499	1-2 BR
Low Income (50 - 80% of median)				
	65%	\$25,935	\$648	1-2 BR
	80%	\$31,920	\$798	1-2 BR
Moderate Income (81 - 120% of median)				
	90%	\$35,910	\$898	1-2 BR
	100%	\$39,900	\$998	1-2 BR
	110%	\$43,890	\$1,097	1-2 BR
	120%	\$47,880	\$1,197	1-2 BR

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Table 25.
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**Rental Affordability
 San Mateo County
 (1991)**

Household Size	Percentage of Median Income	Income	Rent @ 30% of Income	Expected Unit Type
Four Persons				
Very Low Income (up to 50% of median)				
	50%	\$24,950	\$624	2-3 BR
Low Income (51 - 80% of median)				
	65%	\$32,435	\$811	2-3 BR
	80%	\$39,920	\$998	2-3 BR
Moderate Income (81 - 120% of median)				
	90%	\$44,910	\$1,123	2-3 BR
	100%	\$49,900	\$1,248	2-3 BR
	110%	\$54,890	\$1,372	2-3 BR
	120%	\$59,880	\$1,497	2-3 BR

Source: California Department of Housing and Community Development, April 1991

Table 26.
Affordability of Units in 1990-1991 Rent Survey

Rent	Affordable to:		Unit Size			
	Income Category	Household Size	Studio	One-Bedroom	Two-Bedroom	Three-Bedroom
</= \$437	Very Low	1-person	2	7	n/a	n/a
</= \$499	Very Low	2-person	n/a	7	11	n/a
</= \$624	Very Low	4-person	n/a	n/a	17	2
\$438-699	Low	1-person	18	126	n/a	n/a
\$500-798	Low	2-person	n/a	133	29	n/a
\$625-998	Low	4-person	n/a	n/a	49	2
\$700-1,049	Moderate	1-person	1	9	n/a	n/a
\$799-1,197	Moderate	2-person	n/a	2	30	n/a
\$999-1,497	Moderate	4-person	n/a	n/a	6	2
Total Surveyed			21	142	72	6

Source: Brisbane Building and Planning Department Rental Surveys, October 1990 and January 1991

HOUSING QUALITY

The age of housing, structural stability, and the presence or absence of complete kitchen or plumbing facilities are indicative of the physical quality of the housing stock.

A 1979 City windshield survey of Brisbane's housing stock (excluding mobile homes) identified 147 residential buildings with identifiable structural deficiencies and 40 structures sufficiently deteriorated to warrant replacement (Table 27). The 1980 U.S. Census reported that 56% of the housing stock was 30 years old or older, 26% was between 10 and 30 years old, and 18% was 10 years old or less. Twenty-two units (mostly rentals) lacked complete plumbing facilities for the units exclusive use and 38 units reportedly did not have complete kitchen facilities.

Between mid-1980 and mid-1990, 1,395 building permits were issued by the City for residential alterations and additions. During that same period, 65 new units were added to the housing stock, not including partial conversions of existing single-family residences into secondary dwelling units or the eight units which replaced seven demolished single-family homes. Seven additional single-family residences were demolished but not replaced. Also demolished was the Cozy Cove Motel complex, which included 28 motel rooms and 11 cabins. Since 1985, 6 single-family homes and one rental secondary dwelling unit were rehabilitated through the County Housing and Community Development Department's Housing Rehabilitation Program and Rental Rehabilitation Program.

This construction activity has served to reduce substandard housing conditions and improve the housing stock in Brisbane. A 1990 City windshield survey corroborated this, identifying 3 structures in need of abatement and 35 structures requiring upgrading of substandard exterior conditions (Table 27). Only 12 units lacked complete plumbing facilities, and none lacked complete kitchen facilities, according to the 1990 U.S. Census. Nevertheless, Brisbane's housing stock continues to age. The 1990 U.S. Census reported that 62% of the housing stock was 30 years old or older, 30% was between 10 and 30 years old, and over 8% was 10 years old or less.

Table 27.
Housing Conditions Based Upon Exterior Appearance
(1979 and 1990)

Structural Condition	1979	1990
In need of replacement	40 (3%)	3 (<1%)
Some structural deficiencies	147 (11%)	35 (3%)
Minor structural deficiencies	373 (28%)	31 (2%)
Structurally sound	773 (58%)	1,306 (95%)
Total number of structures inspected	1,333 (100%)	1,375 (100%)

Source: 1979 and 1990 City of Brisbane Windshield Surveys

SPECIAL NEEDS

Some residents of Brisbane have special housing needs. Elderly or handicapped people often need specially designed access to housing, more compact and efficient living areas, or special facilities. Large or extended families need multi-bedroom units and single parent families may need lower priced units designed to accommodate children. Ethnic minorities' housing needs often overlap with those of large families and lower income households.

ELDERLY

Persons over 65 years of age constitute an important segment of Brisbane's citizenry-- approximately one-tenth of the population according to the 1990 U.S. Census. Almost 17% of all households in Brisbane contain one or more persons 65 or more years old. Many seniors have difficulty finding housing they can afford on fixed and often small incomes. Senior residents of owner-occupied homes (84% of total senior householders) can generally afford the relatively low costs of mortgages established many years ago (although maintenance costs may present a problem), but senior citizens facing the uncertain costs of rental units are not as fortunate. According to the 1990 Census, there are 31 householders 65 years or older who rent in Brisbane.

According to the "Comprehensive Assessment of Long Range Needs of Brisbane Seniors" prepared by Elaine Porter for the City of Brisbane in 1988, a key to meeting the needs of seniors is making them aware of the services and programs available to assist them. In particular, the report recommended ways in which senior home-owners could be made aware of affordable contractors and tradespersons to assist them in home maintenance. Other programs recommended in the study included home-sharing options and development of affordable senior rental housing.

Brisbane has considered programs specifically designed to accommodate needs of senior citizens. For example, senior citizen housing was considered for inclusion in the proposed Northeast Ridge development project, but concerns were raised over the site's distance from the center of the community. More suitable locations would be sites in Central Brisbane closer to existing shopping and transit services.

HANDICAPPED PERSONS

Handicapped persons often need specially designed housing. If unable to work, they may need low-priced housing. 1990 U.S. Census data showed that an estimated total of 190 persons 16 years old or older had mobility and/or self-care limitations (about 8% of the population of that age). Approximately 5% of persons ages 16-64 years old had mobility/self-care limitations, as did approximately 34% of those 65 years old or older. Of those 16 or more years old with mobility/self-care limitations, 51% also had a work disability. Of those with a work disability, over 35% were still in the labor force. One hundred people 16 years or older were identified as having a disability that prevented them from using standard public transportation. Much of the City's housing is in steep areas not suitable for handicapped facilities (ramps, parking spaces, elevators, etc.). The development agreement for the Northeast Ridge project provides that up to 135 units will be made adaptable for handicapped residents for an additional price.

LARGE HOUSEHOLDS

There were 72 households in Brisbane with 5 or more persons in 1990, a slight decrease from 1980. These households represent approximately 6% of the City's total households. The needs of

large households may be reflected in the degree of overcrowding, indicating a continuing need for large units to accommodate the needs of large households.

SINGLE-PARENT HOUSEHOLDS

Families with one parent, often the sole provider, may need affordable housing or units designed to accommodate occasional or full-time dependent children. Although the number of single-parent households in Brisbane has decreased since 1980 according to the 1990 U.S. Census, of the 71 single-parent households with one or more children under 18 years of age, 50 were female-headed. There are 60 children under the age of 18 living with a female householder who has no partner present, so that the average female-headed single-parent family contains 1.2 children. In addition, according to the San Mateo County Human Services Agency, as of January 1992, there were 45 households receiving Aid to Families with Dependent Children (not all necessarily being female-headed).

Female-headed households have special housing needs because female workers generally receive lower wages. To find affordable housing, a single mother with one child in the below-moderate income groups would need a 1- or 2-bedroom unit at a monthly rent of from \$499 to \$648 (Table 25). Of the 199 1-to-2-bedroom rental units included in the City's 1990-1991 survey (Table 19), 113 1-bedroom and 11 2-bedroom units rented for less than \$648 (16 of those rent for less than \$499). Additional affordable units are likely to exist among the 330 rental units that were not surveyed but were identified by the 1990 Census.

FARMWORKERS

According to the 1990 U.S. Census, no persons identified their occupations being in farming. Given the location of Brisbane in an urban corridor, there is not a high demand for farmworkers in the area. The housing needs of farmworkers, particularly if they are seasonally employed, are for low cost rental housing.

ETHNIC MINORITIES

1990 U.S. Census data available to date fails to show a disproportionate number of ethnic minority households within the lower income levels in Brisbane. The housing needs of ethnic minorities are addressed as a part of the City-wide need for affordable housing. Antidiscrimination laws prohibit unfair housing practices and are enforced to protect the housing rights of ethnic minorities. The Housing Element includes a policy to publicize fair housing requirements through informational handouts made available at public places, real estate offices, and in the newspaper.

THE HOMELESS

According to the Brisbane Police Department, so few cases of homelessness were encountered since the 1985 Housing Element that no statistics on homelessness have been kept. In one case of a homeless family, the local Lions Club and churches were contacted for assistance. Generally, homeless individuals are referred to the Salvation Army in San Francisco or the Neighborhood Family Project in Daly City for shelter, food, clothing, and other needs.

Contrary to previous experience, the 1990 U.S. Census identified 11 "homeless visible near streets" in Brisbane, all within Census Block 909A, the southwestern-most extremes of the City, including portions of the Brisbane Acres and Crocker Park subareas (Figure 9). Consequently, the

City must identify sites which will accommodate the unmet housing needs of persons and families in need of emergency shelter and transitional housing per California Government Code Section 65583(c)(1).

In identifying sites for emergency housing shelters and transitional housing, a number of factors must be considered. Sites should have appropriate zoning and development standards with public services and facilities needed to facilitate and encourage development. Such sites should be located so as to be easily accessible from where the homeless are found, as well as easily accessible to public transportation (by which access to needed support services will be possible). The size of the sites should be large enough to accommodate the unmet need for emergency shelter, as well as to provide services to the homeless to address the factors that result in homelessness. In addition, existing convertible structures would be preferable to vacant land in terms of cost and construction time.

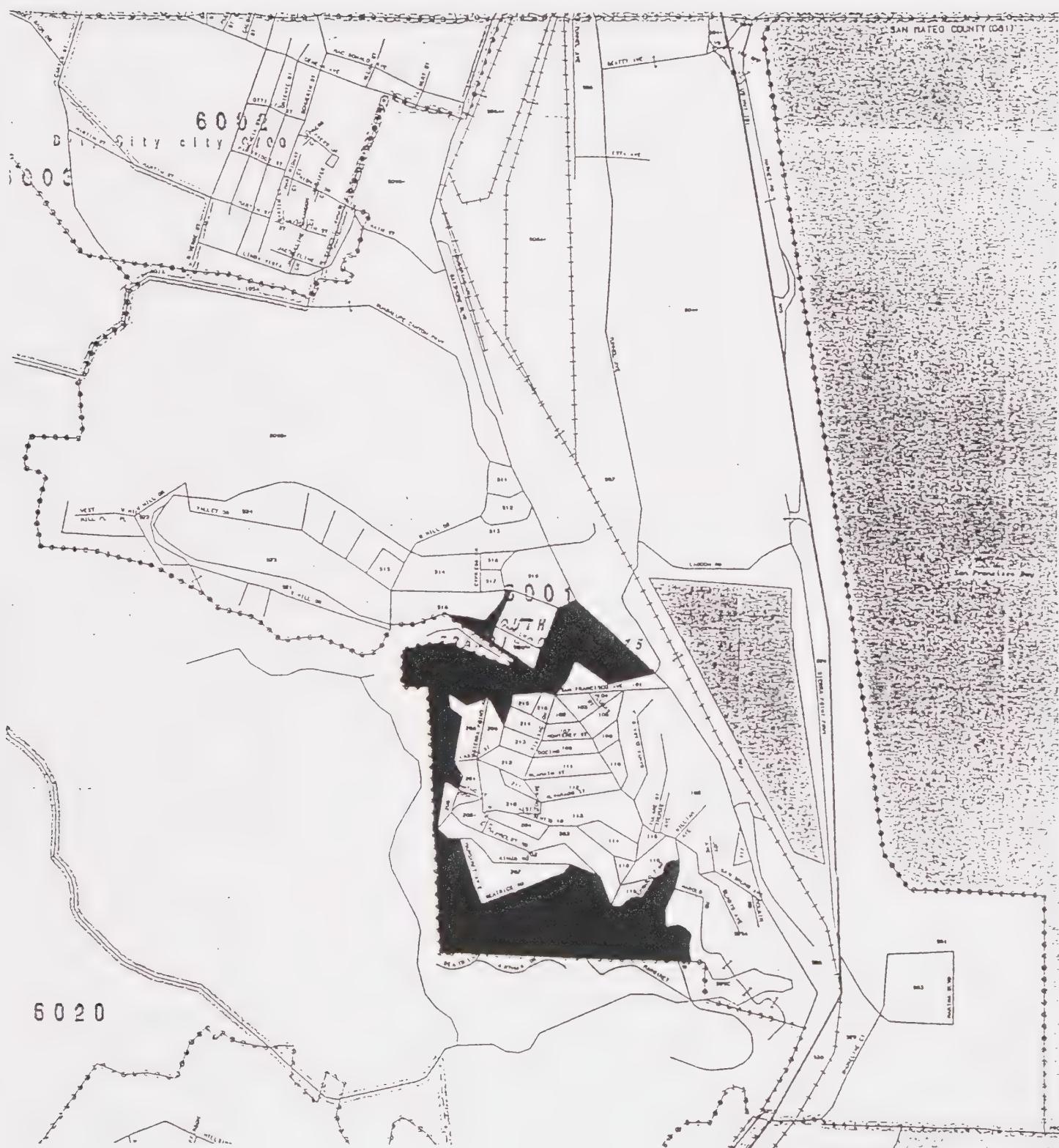
A "group home" housing six or fewer persons is permitted by the Brisbane Zoning Ordinance within residential districts. Group homes can serve as an important source of emergency shelter and affordable housing for transitional households. Use of group home rental housing to help homeless people gain skills and confidence in order to obtain jobs and permanent housing as well as protect families at risk of homelessness is becoming more common in the California. Under the City's zoning, existing residences may serve as emergency housing shelter and transitional housing, as may future residential development on the Northeast Ridge. Thus, the City, through its residential zoning, provides adequate sites for emergency shelters and transitional housing.

An Action Report recommending solutions to homelessness was prepared by a Blue Ribbon Commission on Homelessness and present to the San Mateo County Board of Supervisors in August 1991. This report provides a comprehensive assessment of the needs of the homeless and recommends new policies and programs to meet these needs. The report points to the need to provide more low-income housing throughout the County to prevent homelessness and to assure that support services, such as mental health clinics, remain available to those in need.

The report made several innovative recommendations. The first is to establish a trust fund in San Mateo County to provide a reliable source of operating funds for emergency and transitional shelters. Funds for the trust would come from the County and participating cities, community organizations, corporations and private individuals. The second is to establish three emergency shelters in central locations in the vicinity of San Bruno, San Mateo and Menlo Park. The third is to recommend a revision to State law that would allow local Redevelopment Low and Moderate Income Housing Funds to be used to support County-administrated homeless programs and services.

The 1990-1997 Housing Element includes policies to work with the County to address the needs of the homeless.

Figure 9.
CENSUS BLOCK 909A



PROJECTED HOUSING NEEDS

"Projected need," according to the Association of Bay Area Governments, is the number of units needed to accommodate the community's projected household growth and its fair share of the regional projected housing need. ABAG's Housing Needs Projections are based upon regional growth trends, distributing to each city and county its generally proportionate share of the regional housing need.

State law requires ABAG to prepare these projections and the City to revise its Housing Element in conformance with them. The 1988 draft "San Francisco Bay Area Housing Needs Determinations" states:

The ABAG staff recognizes that many communities may find it difficult to meet the projected housing need. Local housing elements and local programs are not required to meet the identified housing need. But State law does require a sustained and serious attempt to address housing needs. Meeting a community's identified housing needs may exceed the community's ability to design or finance local housing programs, especially those to assist lower-income households. Interest rates and other market conditions obviously influence what can be achieved by the private sector. How much can be achieved in a particular community will also depend on the willingness of neighborhood and other community groups to recognize the housing needs of the region, and the potential consequences on the economy and the quality of life if — as citizens of the region — we fail to do so.

Brisbane's "projected need" for the period between 1988 and 1995 is shown in Table 28 (Note that ABAG has not extended its Housing Needs Determination to 1997, the year to which the State has extended the deadline for the next Housing Element update). The total projected need of 700 units is broken down into three components: housing need during the period 1988-1990; housing need during 1990-1995; and housing need that can be met through increased residential development potential by revising current zoning ordinances and other land use restrictions.

Table 28.
Brisbane's Projected Housing Need
(1988 - 1995)

1988-1990 Need	1990-1995 Need	Alternative Zoning Need	Total Projected Need
43 units	206 units	451 units	700 units

Source: Association of Bay Area Governments Housing Needs Determinations (1989)

Between 1988 and mid-1993, 38 units (32 single-family units, 2 secondary dwelling units, and 4 multi-family units) were built in Brisbane (not including 5 units which replaced demolished units and an additional 3 new units which were under construction), and one unit was demolished without replacement, leaving a remaining need of 662 units. The Northeast Ridge development approvals in 1989 called for 579 units to be built in phases over 4-8 years. The remaining 83 units of projected housing need could be accommodated in Central Brisbane under the current zoning (Table 20).

State law requires that regional housing need determinations consider the needs for housing at all income levels, and that the distribution of regional housing need "seek to avoid further impaction of localities with relatively high proportion of lower income households." In addressing the regional need for housing by income category, ABAG assumes that each locality's fair share should include an equitable proportion of the regional need as well as the locality's need. The projected housing need by income averages the City's existing income distribution percentages with the County's and region's income distribution percentages as a means of providing for the regional need. The table below shows the ABAG Housing Need Determination distributed across four levels of affordability.

Table 29.
Projected Housing Need by Income Category
(1988-1995)

	Very Low Income	Low Income	Moderate Income	Above Moderate Income	Total Projected Need
Number	147	119	147	287	700
Percent	21%	17%	21%	41%	100%

Source: Association of Bay Area Governments Housing Needs Determinations (1989)

The needs identified for diversified types and prices of housing coincide with the City's expressed goal of preserving the diversity of population. Bay Area cities, such as Brisbane, face extreme development pressures and often find that new development is dominated by a single category or narrow range of housing type. In order to preserve a balanced social mix in terms of income, household types, family sizes, and housing tastes, Brisbane should ensure that a broad range of housing needs are met by newly constructed housing.

ABAG projects a population increase in Brisbane of 42% between 1990 and 2005, with the addition of 607 households (Table 30). These figures would be adjusted downward if future actual population growth and household size significantly differ from ABAG's assumptions. This is likely, given that ABAG had projected an 8% increase in population, a 9% increase in the number of households, and a 1% decrease in average household size between 1980 and 1990, while the 1990 U.S. Census actually found a 1% decrease in population, a 5% decrease in the number of households, and a 5% increase in average household size.

Employment projections for Brisbane and the entire Bay Area are important in considering the City's future housing needs. ABAG projects a 22% increase in the number of jobs in Brisbane by the year 2005, from 5,690 in 1990 to 6,970 in 2005. This local growth is expected as a part of an annual growth of 52,260 jobs throughout the region, a reduction in the annual job growth projected by ABAG in 1985 and in 1990. The number of persons in the region's labor force is expected to grow by approximately 2% annually. According to ABAG's Projections '92, almost all of the historical and projected increase in the labor force is due to the greater participation of women in the workplace. However, because of the Bay Area's aging population, along with restrictive housing production which reduces migration, the projected number of workers in the labor force is expected to increase only slightly in the 1990's.

Table 30.
Brisbane Projections

Category	1990	1995	2000	2005
Population	2,985	3,650	4,520	4,250
Households	1,303	1,600	1,890	1,910
Average Household Size	2.26	2.28	2.22	2.20
Jobs	5,690	5,480	6,800	6,970
Population/Jobs Ratio	.52/1	.67/1	.63/1	.61/1

Source: ABAG Projections '92

POLICY CONCERNS

It is a goal of the City to maintain a balanced community that can be considered home for a full range of income groups, occupations, types of people and types of households. This is based on the City's recognition of its responsibility to address a broad range of housing needs.

Current trends indicate that this balance and diversity could be lost. The proximity to workplaces in San Francisco and the Peninsula, the high quality-of-life and the attractive natural environment are characteristics of the City that are attracting higher income individuals.

Relatively small changes in social composition could become overwhelming if developers, in response to this trend, build a narrow range of housing types that cater to the more affluent market.

The trend is not inevitable so long as public and private actions seek to ensure that a broad range of housing needs are met. Meeting a broad range of housing needs would help maintain a balanced community that can be a home to all kinds of people and families.

The planning and management of new housing built in the City can help maintain this balance. A policy has been included to require new housing to meet a broad range of needs in terms of incomes and lifestyles.

SECTION IV.

HOUSING CONSTRAINTS

HIGHLIGHTS:

The 1990-1997 Housing Element identifies a number of governmental and non-governmental housing constraints and suggests ways to reduce or overcome these constraints in order to meet the City's housing needs.

Approaches include energy conservation programs, examination of the City's land use regulations and impact fees, and governmental efforts to financially assist the development of affordable housing.

STATE REQUIREMENTS

State law requires an analysis of potential and actual governmental and non-governmental constraints to the maintenance, improvement and development of housing for all income levels. Governmental constraints include land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures. Nongovernmental constraints include the availability of financing, the price of land, and the cost of construction.

NON-GOVERNMENTAL CONSTRAINTS

LAND, CONSTRUCTION AND FINANCING COSTS

The price of housing is driven by three components: the cost of land, the cost of construction (materials and labor), and the cost of money (interest).

In the Bay Area, land has been the fastest growing housing cost component. According to the Real Estate Council of Northern California, during the year ending in October, 1989, the relative value of residential land in the Bay Area climbed 34.3 percent, while total property valuation showed a relative gain of 24.3 percent during the period. As of October, 1989, the value of land accounted for 52.3 percent of the appraised value of Peninsula homes, a higher percentage than anywhere else in the Bay Area.

The increase in land cost is no doubt related to the increasing scarcity of buildable land in the Bay Area overall. An analysis of vacant land costs specific to the City of Brisbane is difficult to perform, given the small number of transactions. Local realtors report that two single-family lots (approximately 5,000 sq. ft.) sold in 1989 and 1990 for \$135,000 and \$175,000; more recent sales have been lower (\$75,000-80,000), although a number of available properties remain unsold. There have been no multi-family lot sales in recent years.

The price of land affects the improvements that will be constructed. Developers generally increase the size of the structure and the number of luxury items in the unit in order to maintain a balance between the cost of land and the anticipated market value of the unit. Without a relationship of approximately 3:1, it is unlikely that a builder would obtain the financing to proceed with a project. It is also currently difficult to get financing for multi-family projects in general.

Construction costs play a significant role in the overall price of new housing. Single-family construction costs were estimated to be about \$65 per square foot, based upon the valuation reported on 1990-1993 building permits for new single-family houses constructed on undeveloped parcels in Brisbane. For purposes of comparison, the International Conference of Building Officials estimated the April 1993 average cost to construct a wood-frame dwelling in the San Francisco area to be \$83.60. These figures represent standard quality, semi-custom homes and do not include the cost of land or permit and professional fees. At these prices per square foot, an average size 1,500 square foot home would cost from \$97,500 to \$125,400 to build.

The major components of construction costs include: (1) foundation and framing (44%); (2) roof, siding and windows (24%); (3) insulation, sheetrock, tape and texture (8%); (5) site and soil preparation (6%); (6) finish work including cabinets, fixtures, and paint (5%); and (7) masonry work (2%). In Central Brisbane, due to the steep terrain in many areas, extensive foundation and soil preparation work is necessary, which means that average building costs in the City probably exceed those of the County.

Low-rise multi-family apartment construction costs (excluding land costs) are estimated by the Real Estate Research Council of Northern California to be on average \$55.43 per square foot for the Bay Area as of April, 1990. San Mateo County Building Department staff estimated that San Mateo County construction costs for multi-family development probably exceed the regional average slightly. They estimated that \$58 per square foot more accurately reflects local conditions.

As for financing for purchase, in order to qualify for a mortgage loan, an applicant must be able to prove a degree of financial stability. Generally, as the amount of mortgage increases, the more proof lending institutions require. In order to evaluate whether the availability of purchase financing is a constraint for existing or prospective residents of Brisbane, the manager of the only bank located in or near the City, Bank of America, was contacted. She revealed that requirements for mortgages are standard throughout the area. Mortgage loans typically can cover up to 90% of the home cost. Through the Brisbane branch, 25 home equity loans were made in 1989, 5 of

which were to Brisbane residents. Between January and September of 1990, 15 home equity loans were made, 5 of which went to Brisbane residents. As of mid-1993, these figures were estimated to have doubled, with a significant increase in line-of-credit loans, which may be used for other purposes in addition to home improvements.

It appears that purchase loans are generally available, and if there are mortgage deficient areas in the County, it is not due to discriminatory practices by mortgage lenders, but rather the financial capabilities of individuals.

Land, construction and financing costs are beyond local control. The City has no influence over the factors affecting interest rates, wage and materials costs, and the real estate market. The City can, in a limited way, reduce housing costs by utilizing State and Federal subsidy programs and by subsidizing programs with City funds to offset land or construction costs, reduce mortgage or rental costs, or otherwise assist affordable housing projects. The City can offer density bonuses, designate sites for residential development at densities that reduce per-unit costs, and encourage "starter" units and the use of housing assistance programs. Programs aimed at providing affordable housing by subsidizing housing costs should include provisions to assure the continued affordability of the housing so that long term as well as current City housing needs are met.

AVAILABILITY OF SERVICES AND CONDITION OF INFRASTRUCTURE

WATER SUPPLY. The City of Brisbane is one of 30 customers who purchase water from the City and County of San Francisco as the Bay Area Water Users Association (BAWUA). The 1984 Water Settlement Agreement, which governs the allocation of water to the BAWUA Hetch Hetchy customers, has an expiration date of 2009, and a maximum average annual metered supply of 184 million gallons per day (mgd). Brisbane's current water allocation under this agreement is 0.342 mgd, and that of the Guadalupe Valley Municipal Improvement District (GVMID), a separate water-purchasing entity managed by the City, is 0.311 mgd.

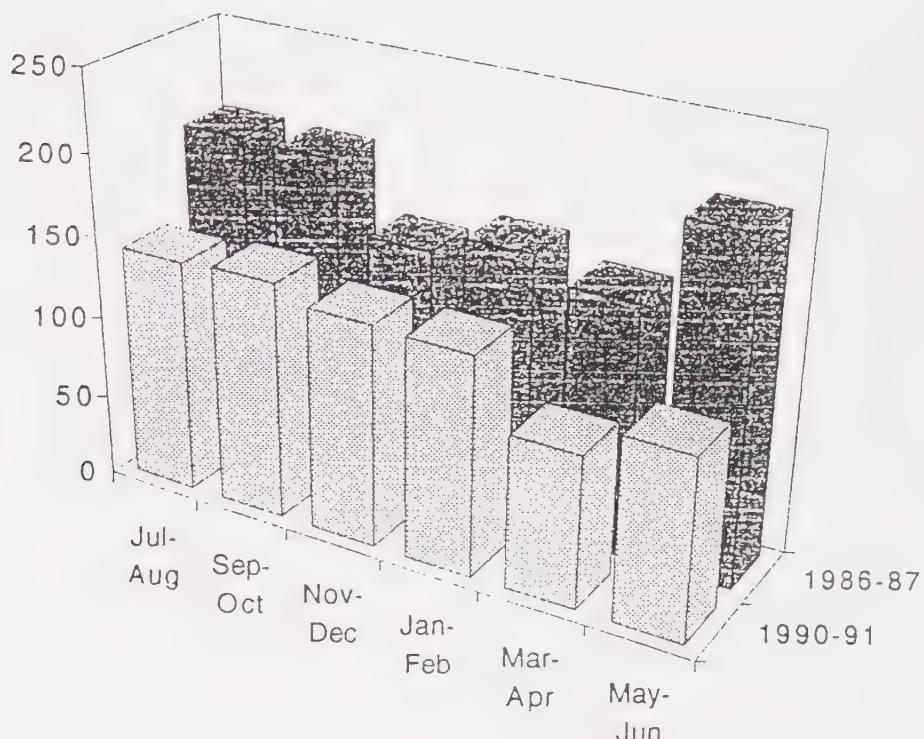
Two other contracts grant both the GVMID and Brisbane water systems additional water supplies from the San Francisco Water Department--an 1884 agreement between Spring Valley Water Works, a predecessor in interest to the San Francisco Water Department, and Charles Crocker, a predecessor in interest to GVMID; and a 1908 agreement between Spring Valley Water Company, a successor in interest to Spring Valley Water Works and predecessor in interest to the San Francisco Water Department, and Guadalupe Development Company, a predecessor in interest to the City of Brisbane Water Department. Under the 1908 and 1884 agreements, Brisbane is entitled to receive 0.1 mgd and GVMID is entitled to received 0.3 mgd from the San Francisco Water Department, bringing to total entitlement from San Francisco to Brisbane and GVMID under the three existing agreements to 1.053 mgd.

The average of the annual and daily flow rates for the years 1985 through 1992, a period which includes the highest-consumption pre-drought years and the lowest-consumption drought years, is calculated as 0.52 mgd or 189.8 million gallons per year. Given the total water supply available to Brisbane and GVMID, the availability of potable water does not act as a constraint to implementing the 1990-1997 Housing Element.

During the recent six-year drought, consumers generally responded positively to conservation measures which included voluntary use reduction, installation of efficient fixtures, drought-resistant landscaping and water recycling systems (Table 31). However, reduced usage resulted in higher fees to support the capital system. This is a hardship to low-income households, raising yet another constraint to achieving affordable housing.

Table 31.

Average Daily Single-Family Household Water Consumption (in Gallons)
 (Comparing FY 1986-1987 with FY 1990-1991)



Source: -City of Brisbane Bimonthly Water Statistical and Consumption Reports

SEWAGE TREATMENT CAPACITY. Brisbane is serviced by two sanitary sewer districts: the City of Brisbane and the Bayshore Sanitary District. The City sewer district has been developed and expanded over the years as vacant lands have been developed. The single largest expansion was the annexation of the Guadalupe Valley Municipal Improvement District facilities. The Bayshore Sanitary District serve only the portion of Brisbane that lies north of Lagoon Way and north of Guadalupe Canyon Parkway, which is primarily vacant.

Brisbane has a contract with the City and County of San Francisco for treatment of 6.0 mgd total daily dry weather sewage flow. Brisbane's sewage is pumped to the Southeast Water Pollution Control Plant on Jerrold Avenue. That treatment plant has a design capacity of 84 million gallons per day (mgd). Total 1993 flow at the plant was about 80 mgd, about 95% of its design capacity, of which Brisbane's flow was 0.247 mgd. This average daily dry weather flow would increase to 0.37 in non-drought conditions, and to 0.65 to 0.67 with new uses projected under the 1993 General Plan. The impact of Brisbane's contribution of an additional 0.4 mgd represents 10% of the remaining design capacity of the plant, adequate to allow San Francisco to honor its commitment to serve Brisbane.

Costs of sewage treatment, with water fees, have risen precipitously as a result of the drought. This further compounds the issues surrounding affordable housing.

ENERGY. The costs of energy are an increasingly significant portion of housing costs. The price of natural gas to residential consumers is expected to more than double by the year 2000. Electric costs are projected to increase by approximately 50 percent. Space and water heating are the principal energy needs for residents, making up 36% and 18% of combined electricity and gas consumption, respectively. Lighting, refrigerators, and other home uses make up the balance.

In Brisbane, nearly all homes use natural gas for space and water heating. Electricity heats 16% of the homes and 6% of the residential water heating systems. Slightly over half the homes use natural gas for cooking, the other half use electricity.

Many of the older homes in Brisbane are inefficient energy users. Outside air infiltration through windows, doors, ceilings and walls can account for up to 50% of heating costs. Weatherization of homes, including caulking, weatherstripping windows and doors, installing wall and ceiling insulation and setting back the thermostat can reduce energy consumption by approximately 35% with insulation of the water heater and a thermostat setback from 140 to 120 degrees Fahrenheit.

The key to an effective energy conservation system is to assure that the construction and amortization costs of the energy-conserving devices/techniques do not outweigh anticipated energy costs, and do not make housing significantly less affordable. There are several cost-effective government and utility conservation programs in operation for the residential sector. These include:

1. The Residential Conservation Service (RCS) program which requires major utilities to provide free energy audits for residential buildings and to assist with arranging for installation and financing of measures.
2. Utility financing programs which provide rebates for homeowners who install energy-conserving appliances.
3. The Energy Partners program co-sponsored by PG&E and the North Peninsula Neighborhood Services agency which provides free weatherization for low income households.
4. State residential building standards which establish energy performance criteria for new residential buildings (Title 24 of the California Administrative Code).
5. State and federal appliance standards which require manufacturers to produce and sell energy-consuming appliances according to specified performance criteria.

Between 1985 and 1990, 22 homes in Brisbane were weatherized under the Direct Weatherization program and five homes received energy audits through PG&E.

The City can play an important role in creating more energy-efficient residences in Brisbane. The community as well as the residents will benefit. Under current conditions, i.e., dependence on conventional outside energy resources, a large portion of consumers' energy payments go to distributors, suppliers, producers and processors of oil and gas. With any major increase in conservation-related activities, the community will see lower utility bills, an inflow of dollars to local customers from federal and state tax credits and a stimulation of local jobs, revenues and income from local firms which provide energy conservation services and materials.

New residential construction in Brisbane must abide by State energy conservation standards (Title 24). The City's zoning ordinance (Brisbane Municipal Code Section 17.32.190) encourages the

use of solar energy systems. The subdivision ordinance (Brisbane Municipal Code Section 16.24.090) requires that subdivisions be designed, to the extent feasible, for future passive or natural heating and cooling opportunities in the subdivision. Although adopted energy conservation standards may add to the immediate cost of construction, conservation measures will result in home energy costs savings over the long run.

RESIDENTIAL INFRASTRUCTURE. As noted in a preceding section, residential development is currently concentrated in Central Brisbane and depends for the most part on aging infrastructure. The City, through its Capital Improvement Program, provides for the maintenance, upgrade and replacement of residential infrastructure in annual increments and as funds are available. Given the current economic conditions, a dramatic upgrade of infrastructure in Central Brisbane in the near future is highly unlikely. When major infrastructure improvements or extensions of service are necessary to accommodate a new or remodeled residence, appropriate costs must be born by the property owner. The cost of housing unavoidably increases.

The two existing water systems serving the City are considered adequate to provide for domestic, commercial and industrial consumer requirements. The Brisbane water system provides domestic water to all residential and commercial uses within the City boundaries except for those in Crocker Park and a few other commercial uses, who are served by the Guadalupe Valley Municipal Improvement District system, managed by the City. Within each system, water is pumped to storage at higher elevations. The recent installation of a new storage tank has improved fire protection and storage capacity in the Brisbane system's upper elevations. The tank was not designed to provide service to elevations above existing development. The Brisbane system has very few system pressure and flow deficiencies. These are confined to areas along Paul Avenue, Thomas Avenue and Harold Road.

The existing sanitary sewer system consists of a network of gravity mains along with a number of lift stations and force (pressure) mains, which push the sewage uphill from low areas. None of the 4.2 miles of this system is deficient in terms of capacity. Aging sewers in the Central Brisbane area, though functional, present maintenance problems believed to be caused by root intrusion, joint separation and sagged pipe.

Most of the storm drain facilities in the City are in fair to good condition. Exceptions include concrete pipes at several locations, which are separating at the joints due to steep terrain, and corroded metal pipe culverts under Bayshore Boulevard in need of replacement. Some segments of the existing storm drain system have been identified as being deficient during a 10-year storm event, and storm drainage improvements are needed in several areas in the vicinity of Bayshore Boulevard to alleviate flooding problems.

Almost all of the arterial, collector and local streets in Brisbane operate at good levels of service. Within the Central Brisbane and Brisbane Acres subareas, several streets are dead-ended, and bottlenecks due to narrow street width and on-street parking constrict traffic at numerous points. On the upper hillsides, narrow streets widths, steep slopes and sharp curves make emergency access difficult. Poorly maintained private roadways characterize the uppermost portions of residential Brisbane.

Residential developments outside of existing neighborhoods will require extension of service systems (water, sewer, storm drainage) and street improvements. City policy establishes this as the property owner/developer's responsibility. The formation of assessment district(s) and issuance of assessment district bonds by the City can help defray public service improvement costs, but the construction will no doubt be costly.

The rate and location of new residential development must be managed to prevent the capacity of existing infrastructure and public services from being exceeded. City policy requires mitigations to bring infrastructure and safety services to City standards. These mitigations must be anticipated in the costs of development.

GOVERNMENTAL CONSTRAINTS

LAND USE REGULATIONS

Private development of land often creates costs that are borne by those other than the builder, for example, safety risks from poor construction experienced by homebuyers, and parking shortages experienced by neighbors. Land use controls are often designed to "internalize" these costs by requiring a developer or property owner to take certain actions or to limit the use of his property in order to reduce these risks or impacts. According to this principle, developments should pay for any costs they impose on the community in terms of impacts on traffic, parking, noise, or other environmental conditions. Land use controls designed to make a developer responsible for impacts caused by the use of land may increase the cost of development and thus the cost of housing. According to the principle of internalized costs, legitimate costs should be borne by those who cause them. When that relationship is not clearly established, the costs are spread.

Zoning regulations, such as minimum parcel sizes, setbacks and parking requirements limit the type and density of development on a site, and may affect the land cost per unit. Requirements necessary for design, environmental and safety reasons can also affect land costs.

Residential development standards for the zoning districts permitting residential uses are provided in Table 32. While many standards are typical, the City's parking requirements for single-family homes and secondary dwelling units are slightly more restrictive than those of adjacent communities. Single-family homes on standard size lots are required to provide two covered parking spaces on-site plus two off-site. Multi-family residences must provide at least one garage per unit with 0.5-1 more parking space required per unit based upon the number of bedrooms, a more lenient standard than in many communities.

Environmental and design controls could add to the cost of housing. For example, Medium Density Apartment (R-2) and Multiple Use Residential (R-3) district regulations require a minimum amount of landscaping for structures of three or more units. Multi-family residences of three or more units must obtain a Design Permit. The Planned Development District ordinance requires preparation of detailed site plans, submittal of information and a fee necessary to cover preparation of an EIR, a geologic and soils analysis, and other information as necessary. Many of these requirements add costs, but are important for the health, safety and welfare of residents. It is generally through EIR mitigation measures, for example, that the City of Brisbane exacts fees to address the impacts of non-infill development.

Controls on nonconforming uses and structures may constrain or complicate efforts to maintain, improve and restore existing nonconforming residential structures and uses. Such regulations may limit the extent of improvements permitted or prohibit nonconforming residential units from being restored if destroyed, which may, in turn, discourage lending institutions from financing efforts to maintain and upgrade such properties. For example, the Zoning Ordinance prohibits the restoration of a nonconforming residential structure or use in a nonresidential district if it is destroyed by 50% or more of its value. The C-2 District contains approximately 76 residential units which are not secondary to a commercial use and which are thus nonconforming. Most of these units are distributed between three apartment buildings, the destruction of any of which would result in a significant blow to the City's rental housing stock.

To reduce governmental constraints to affordable housing, the City should look carefully at housing development costs to make certain that requirements are a result of "internalizing" the public costs of private enterprise. Policy is included in this element to have the City review its land use regulations and identify where it may be possible to reduce or modify development requirements in order to reduce housing costs without significantly jeopardizing public safety or community character.

Table 32.
Development Standards for Residential Districts

District	R-1-5,000	R-1-20,000	R-2	R-3	H-1	C-2	P-D
Residential Uses	Allowed*	Allowed*	Allowed	Allowed	Use Permit	Use Permit**	Development Plan
Square Feet of Land Per Unit	5,000***	20,000***	2,500	1,500	10,000	Per Use Permit	Per General Plan
Minimum Lot Area	5,000 s.f. ****	20,000 s.f.	5,000 s.f. ****	5,000 s.f. ****	10,000 s.f.	2,500 s.f.	None
Minimum Lot Width	50 ft.	110 ft.	50 ft.	50 ft.	50 ft.	25 ft.	None
Minimum Lot Depth	100 ft.	100 ft.	100 ft.	100 ft.	None	None	None
Maximum Lot Coverage	40%	25%	50%	60%	70%	60%	None
Front Setback	15 ft.	20 ft.	15 ft.	15 ft.	5 ft.	0 ft.	None
Rear Setback	10 ft.	20 ft.	10 ft.	10 ft.	10 ft.	0 ft.	None
Side Setback	5 ft.	15 ft.	5 ft./10 ft.	5 ft./10 ft.	0 ft.	0 ft.	None
Height Limit	28 ft./30 ft.	35 ft.	28 ft./30 ft.	28 ft./30 ft.	35 ft.	35 ft.	None
Parking Spaces	4/unit***	4/unit***	1-2/unit	1-2/unit	4/unit	Per Use Permit	Per P-D Plan & P-D Permit

*Secondary dwelling units subject to Use Permit approval and other requirements.

**As a secondary use above or behind a commercial use.

***Not including secondary dwelling units.

****A site less than 5,000 square feet which qualifies as a "substandard lot" may be developed with one dwelling.

Source: Brisbane Zoning Ordinance (1993)

The 1985 Housing Element suggested a growth-staging system to limit the annual rate of infill development to 2% or a maximum of 32 new housing units per year. The supporting analysis compared annual City expenditures for public services and the amount of anticipated revenues available to serve new residential units through 1995 and established the number of units that could be served without adverse fiscal, environmental or social impacts. Under such a growth-staging policy, large development proposals (e.g., the Northeast Ridge) had to cover the costs of meeting the public improvement and service needs generated by the development, either through project design or by contributing impact fees. To date, it has not proven necessary to adopt a growth-staging ordinance.

FEES, DEDICATIONS AND SECURITIES

Various fees, dedications and securities add directly to development costs. These include utility connection fees, processing fees, dedications, in-lieu fees, performance bonds, business license costs and impact fees.

The City of Brisbane charges a minimum \$1,600/unit water fee and a \$1,000-1,400/unit sewer fee (water and sewer line installation costs are extra). The Bayshore Sanitary District (whose jurisdiction covers the northeastern portion of the City) charges \$100 to apply for connection to its wastewater system, plus \$1,500 per dwelling unit.

In addition to standard building permit fees, fees for use permits, rezonings, subdivision maps, general plan amendments and, in some cases, preparation and review of Environmental Impact Reports, may be required by the City. In 1993, the City increased its planning fees for the first time in ten years. Compared to neighboring communities, Brisbane's fees are not excessive (Table 33). The purpose of the fee increase was to recover actual processing costs, although the City Council chose to continue to subsidize planning permits for residential remodeling projects, for example, to help conserve and upgrade the existing housing stock. Per policy in this element, the City may also consider reducing or waiving some fees for projects providing affordable housing.

The City's Subdivision Ordinance requires the dedication of land for park and recreational purposes or the payment of fees in lieu of land dedication to assure adequate park and recreational facilities for new residential development. The current in-lieu fee for new subdivisions is \$1,660 per single-family unit park dedication in lieu fee for new subdivisions.

The Subdivision Ordinance also requires the posting of performance, labor and materials bonds to assure compliance with the adopted development plan. Similar bonds are also required for encroachment permits for work within the public right-of-way (e.g., driveway construction or underground utility connections) and for grading permits. Such bonds, typically \$700 for single-family homes, would pay for minor maintenance (e.g., repair of broken curbs or cleaning up debris from City streets) should the applicant fail to do so. However, if the applicant completes all on- and off-site construction work, the bonds are returned in full when the structure is approved for occupancy.

The City charges a business license tax of \$0.50 per gross square foot for the development and construction of residential structures in projects of 5 or more units (including subdivisions of 5 or more lots). The local school district levies an impact fee of \$1.50 per square foot of residential construction.

Many cities have adopted specific impact fees to mitigate the effects of development. Such impact fees help internalize the costs of development by requiring developers to pay to mitigate the impacts caused by their developments. These fees typically are charged on a per unit basis and are used to cover a variety of impacts. These include the cost of improving local and regional streets, highways and transit, sewerage and sewage treatment plants, water distribution facilities, community services, groundwater recharge basins, or any other facilities needed to mitigate the impacts of development. The 1993 General Plan policy basis includes a consideration of traffic impact fees.

The 1990-1997 Housing Element includes policy to charge impact fees for new residential development when appropriate to mitigate significant environmental impacts identified through environmental review procedures. Impact fees may be set by the City Council on a project by project basis as a condition of project approval, or, when appropriate, a standardized fee schedule adopted. Because any fees will be based on the true cost of mitigating the impacts of development, the fees would not be excessive in regard to increasing the cost of housing. The fees may be adjusted for contributions otherwise made toward the elimination of impacts, including design of a project.

Table 33.
Comparison of Planning Processing Fees
(mid-1993)

Type of Application	City of Brisbane	San Mateo County	City of Daly City	City of Millbrae	City of South San Francisco
Design Review	\$250+ (based on gross sq. ft.)	\$45-1,050	\$800	\$150-580	\$215
Environmental Review--EIR	Consultant Fee + 10%	Cost + 10% + \$1,735	Cost + 25%	Consultant Fee + 25% + \$335	Consultant Fee + \$900
Rezoning	\$856	\$4,675	\$1,000 + \$500/acre	\$1,685	\$650
Parcel Map	\$894 + \$488	\$3,115	\$1,400	\$560	\$500 + \$25/lot + Final Map
Subdivision Map	\$500 + \$100/lot + \$200 + \$50/lot	\$4,675 + \$85/lot (> 5)	\$600 + \$50/lot	\$1,000	\$500 + \$25/lot + Final Map
Use Permit	\$194-1,049	\$1,400	\$300-\$1,200 + \$100/acre	\$250-\$500	\$650
Variance	\$203-812	\$535-1,050	\$300-1,200 + \$100/acre	\$250-500	\$385

Source: Jurisdictions Listed, 1993

LOCAL PROCESSING AND PERMIT PROCEDURES

The time required to obtain various permits can increase the cost of housing by delaying construction. Since 1985, the City has reviewed its procedures and found that building application processing delays occur which could be reduced through better coordination between City Departments, and by setting clear public improvement standards. Specific actions recently taken have included simultaneous plan checking by City departments and the hiring of a contract building-inspection/plan-checking service. The City is continuing its evaluation of how best to limit the length of review time and to encourage the streamlining of permit review procedures.

In 1990, City staff reviewed the building permit processing time for new single- and multi-family residential construction between 1985-1990 and found that the time ranged between 2-27 months, with the average processing time being 9 months. With the improvements noted above, the average processing time was reduced to 8 months in 1992-1993. The primary causes of delay are incomplete application submission and slow response time by applicants to complete such applications. In some cases, applicants chose to delay issuance of their permits for reasons of construction timing or financing. Policy in this element commits the City to continually seek methods of improving processing procedures.

BUILDING CODES AND THEIR ENFORCEMENT

The City's building codes set standards which affect the cost of labor and materials for the construction of new units. Structural building requirements are based on the State's Uniform Building Code. This Code includes minimum safety standards and therefore should not be considered a constraint to housing development. In Brisbane, hillside development safety requirements necessitate expense related to specialized foundation systems, equipment and retaining walls.

The City addresses code enforcement by responding to problems on a complaint basis unless an imminent life-safety matter must be addressed. The 1990-1997 Housing Element includes an implementation program to establish a voluntary code inspection program for fire safety purposes.

SECTION V.

MEETING HOUSING NEEDS

HIGHLIGHTS:

*A broad array of programs
can be used to address housing problems.
Many of these are described in this chapter,
and some are evaluated
in terms of their effectiveness
under the 1985 Housing Element.*

*Knowledge of housing resources
is necessary so that
the best choices can be made
to meet Brisbane's unique needs.*

STATE REQUIREMENTS

The Housing Element must include an "action program" defining what the City is doing or intends to do to implement the policies and achieve the goals and objectives of the Housing Element. State law requires a five year schedule of actions which:

1. Identifies adequate sites which will be made available thorough appropriate zoning and development standards and with public services and facilities needed to facilitate and encourage the development of a variety of types of housing for all income levels, including rental housing, factory-built housing and mobilehomes, in order to meet the community's housing goals.
2. Assists in the development of adequate housing to meet the needs of low and moderate income households.
3. Addresses and, where appropriate and legally possible, removes governmental constraints to the maintenance, improvement and development of housing.
4. Conserves and improves the condition of the existing affordable housing stock.
5. Promotes housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color.

There is a broad array of possible housing actions and programs that the City may undertake to achieve its housing goals. Some involve utilization of federal and state housing financing and subsidy programs. Others rely upon local powers to consent to or create affordable housing through code enforcement, zoning, development review process, utilization of Redevelopment Low and Moderate Income Housing Funds, etc. This section discusses potential actions and programs that are not examined in the preceding sections of this Element.

HOUSING AVAILABILITY

How do we help make available a choice in housing types? Low vacancy rates may limit the range of units available to meet the needs of a diverse community. For example, conveniently located and designed housing for the elderly and handicapped and large units for large households may not be available to those with special needs because of the intense competition for available units. In the Housing Element, consideration is given to making housing available to address projected local and regional growth.

The costs of land and financing are the greatest constraints to the availability of housing. Related constraints may include lack of public services and infrastructure, as well as overly-restrictive land use regulations. Programs discussed in Section V to address these constraints include the use of the City's Capital Improvement Program, assessment districts, bond issues and developer's contributions to finance necessary improvements; water conservation measures; and City review of land use regulations. Additional programs which could assure and improve housing availability are:

REDEVELOPMENT LOW AND MODERATE INCOME HOUSING FUNDS

Twenty percent of the tax increment money generated by the City's Redevelopment Area Two is required by State law to be "set aside" for low and moderate income housing. These funds could be used to address housing availability by subsidizing development of new housing for elderly citizens or other lower income households. For example, land could be purchased with set-aside funds to lease or sell to a non-profit developer of affordable housing such as BRIDGE Housing or Habitat for Humanity.

DENSITY BONUS

A density bonus allows more units to be built on a site than would otherwise be permitted by zoning, provided a percentage of the units are affordable to low or moderate income households. The same principle can apply to the provision of rental units. By State law, a local government must grant a density bonus and/or other development incentive to developers who agree to set aside at least 20% of the total permitted units for persons of lower income, or at least 10% for very low income, or 50% for senior households. A density bonus would permit up to 25% more units in the project and only pertains to projects of 5 or more units. Generally, assurances in the form of restrictions in grant deeds, rental agreements, or lease agreements accompany the development permit to assure that the units remain affordable to future low and very low income households as required by State law.

TRANSFERABLE DEVELOPMENT RIGHTS

Transferable development rights (TDR) can be used to increase the availability of housing by redirecting development potential away from difficult sites to locations better capable of supporting increased densities. Under TDR programs, the right to develop one's land is severed from the land, leaving the original owner with all other rights of ownership. The right to development is transferred to another property within a designated area where this additional right enables development at a faster pace or at a higher density than existing ordinances permit. A TDR program may be implemented to preserve open space and environmentally significant lands. Implementation of TDR systems can also provide economic incentives to build affordable housing and can be a key component of a comprehensive growth management plan.

A variety of means for the transfer of development rights exist. These include reliance on the private market wherein voluntary transfers among property owners take place with little or no government intervention, intervention by a public agency which may act as a "bank" with powers to buy and sell TDRs, or a combination of these elements.

In a private market, the value of the TDRs is established between buyer and seller based on supply and demand conditions. Alternatively, a TDR bank can set a trading floor below which the values cannot drop. Or by controlling the number of TDRs available, the bank can exert a strong potential influence on the ceiling of the market price. Restriction of the TDR program to only one land use category helps hold the market value of the TDRs steady. The more kinds of TDRs that are possible, the more likely that prices will fluctuate, thereby jeopardizing the goal of equitably compensating owners for restrictions to their lands.

Local governments use several methods to help ensure adequate demand for TDRs (the critical element in the success of any TDR program), including operating a TDR bank, enlarging the transfer area, downzoning the transfer area, and providing substantial increases in density maximums or permissible rates of growth in the transfer area.

TDRs are usually measured in dwelling units, square footage of floor area per acre or other areal units. A measure of property value also may be used. The way TDRs are measured will affect the resulting development. Measuring TDRs in dwelling units will tend to produce more expensive units while a square footage measurement will tend to produce as many smaller units as possible in order to recover the cost of the TDRs. The 1990-1997 Housing Element identifies TDR as a housing program and calls for detailed study of its potential in Brisbane. Modifications to the existing Brisbane Acres TDR program may make it more attractive and usable in the current constrained real estate market.

SECONDARY DWELLING UNITS

Brisbane's Zoning Ordinance allows the addition of a "secondary dwelling unit" to a single-family lot as a means of providing small, affordable housing. The ordinance limits the size of the secondary unit and defines conditions of development, including requirements for adequate on-site parking and traffic circulation. These requirements are intended to protect neighborhood character and to assure adequate access to the site. A secondary unit could be added to an existing primary unit or a new combination of primary and secondary units could be designed and developed on a vacant site. The maximum size of secondary units is limited to 640 sq. ft., and 2 additional parking spaces are required. From 1986 through 1992, five new secondary units were approved for construction and one existing unit was legalized. Modifications to the existing Ordinance may make it easier to target construction of secondary units for lower-income households. For example, parking requirements could be proportioned to the size of the unit (in terms of square footage and/or number of bedrooms). Also, processing time and resultant fees could be reduced by streamlining the process with standards which are more specific.

MIXED USES

Brisbane's Zoning Ordinance conditionally permits residential uses as a secondary use above or behind a commercial use in the C-2 Retail Business District. Single-family residences are conditionally permitted on sites of 10,000 square feet or more in the H-1 Highway Commercial District. These regulations could be modified to increase opportunities for affordable housing in close proximity to shopping, services, and transit, including permitting mixed-use, multi-family residences or live-work housing.

"STARTER" UNITS

To meet the needs of low-income families, seniors and the handicapped, housing is best tailored to their capabilities. Such housing is best located so as to be convenient to shopping and mass transit and designed to meet the special accessibility needs of seniors and the handicapped. Small units, for example, are less expensive to construct, heat and maintain and therefore more affordable to buyers and renters. Units can be constructed to be safe and comfortable without the inclusion of the luxury design details and appliances that invariably raise housing cost. The City could encourage development of small "starter" units by offering density bonuses and by requiring less on-site parking, while assuring that such projects are consistent in scale with existing development. Construction of such smaller units can allow greater densities while not significantly increasing the overall building coverage or jeopardizing community character.

ANTI-DISCRIMINATION LEGISLATION

To assure equal availability to housing, Federal and State Housing laws prohibit discrimination based on race, color, religion, families, national origin or sex. In addition, Federal law prohibits discrimination based on marital status, physical handicap or the presence of children in a family. The City has a responsibility to assure that persons of any race, religion, sex, marital status, ancestry, national origin and color receive equal opportunities for housing in Brisbane as provided by State and Federal anti-discrimination and resident protection laws.

Operation Sentinel is the local fair housing program which serves Brisbane, as well as the rest of San Mateo County and the Counties of Santa Clara, Alameda and San Francisco. The program provides comprehensive fair housing services. Citizens with complaints may telephone them directly at 468-7464.

The California Department of Fair Employment and Housing is the State agency which administers the State's fair housing laws. They investigate all housing discrimination complaints filed with them. The closest office is in San Francisco and can be reached at 557-2005.

The Department of Housing and Urban Development is the Federal agency in charge of fair housing enforcement. Its regional office is located in San Francisco, and its telephone number is 556-6641.

TENANT PROTECTIONS

Specific protections are extended to renters concerning the continued availability of the housing they rent. State law requires landlords to provide written notice to tenants prior to the landlord's termination of their tenancy. For an extended lease (renting for a definite term) the tenant may stay in the residence for the specified period of time, and the rent cannot be raised during the time unless the lease states otherwise. For month-to-month rental agreement (renting for no definite period of time), the landlord must give a tenant a 30 day written notice to vacate the premises. The landlord does not have to state a reason (Section 1946 of California Civil Code). In addition, a landlord can raise the rent any amount, as long as written notice is given. The notice period must be at least as long as the period between rental payments (e.g. for month-to-month tenancy, the notice cannot be less than 30 days according to Section 827 of the California Civil Code).

MOBILEHOME PARK PROTECTIONS

To protect the rights of mobilehome park occupants, State law (Government Code Sections 65863.7 and 66427.4) regulates conversions of mobilehome parks to other uses. In general, the law requires that the person proposing the change in use of a mobilehome park file a report on the impact of the proposed change. Under the City's Subdivision Ordinance, the City Council would review the impact report just described and would require appropriate mitigation of any adverse impact of conversion on the ability of displaced mobilehome residents to find adequate space in a mobilehome park. The 1990-1997 Housing Element includes a program to amend the Zoning Ordinance to make conversion of mobilehome parks a matter for public hearings.

CONDOMINIUM CONVERSION CONTROLS

The unregulated conversion of existing rental units to condominiums may result in a reduction of the rental housing stock and displacement of existing tenants. With at least 200 rental units in triplexes or larger apartment buildings in the R-2, R-3 and C-2 Districts, the impact of conversion to condominiums could be significant. To address such impact impacts, the Brisbane Municipal Code requires Use Permit approval by the Planning Commission for condominium conversions. The 1985 Housing Element contained policy discouraging such conversions unless it is demonstrated that the rental market would not be impacted so that the optimal vacancy rate of 4.5% could not be maintained. The 1990-1997 Housing Element continues this policy.

HOUSING AFFORDABILITY

How do we help provide housing that is affordable? The cost of market-rate housing is currently far above what very low, low and moderate income households can afford. Lack of affordable housing particularly affects those with special needs: the elderly, handicapped, large and overcrowded households, single-parent households, farmworkers, and minorities. With projected local and regional growth, housing affordability will continue to be a significant concern.

The major constraints to providing affordable housing are the costs of land, construction and financing. Related constraints include the availability of services and condition of infrastructure; land use regulations and building codes; required fees, bonds, dedications and off-site improvements; and permit processing delays. Programs already discussed to address these constraints are use of the City's Capital Improvement Program and assessment districts to spread infrastructure costs; developer contributions; water and energy conservation measures; review of land use regulations to reduce housing costs; evaluation of impact fees and reduction of fees for affordable housing projects; and streamlined permit processing.

INCLUSIONARY ZONING

Through a regulatory process known as "inclusionary zoning" the City may require that a percentage of new housing units be affordable to low and/or moderate income households. The process can also be used to produce needed rental units. The City could facilitate the development of needed rentals by requiring that new housing projects include a mix of owner-occupied and rental units and/or by giving density bonuses to rental developments.

DENSITY BONUS

The State law requiring that the City grant a density bonus and/or other development incentive to developers who agree to set aside at least 20% of the total units for persons of lower income, or at least 10% for very low income, or 50% for senior households is based on the assumption that the increased density may be sufficiently attractive to developers to encourage affordable units.

REDEVELOPMENT LOW AND MODERATE INCOME HOUSING FUNDS

As of fiscal year 1992-1993, the City's Redevelopment Agency had set aside approximately \$1,158,300 in tax increment money to apply to housing programs. Several options are available for use of this money. These include:

1. Subsidizing development of housing for elderly citizens or other lower income households.
2. Purchasing land to lease or sell to a non-profit developer of affordable housing; for example, purchasing the site adjacent to the City's property on Plumas Street.
3. Collaborating with on-going County rent subsidy and first-time buyer mortgage tax credit programs to increase the number of households that can be assisted in Brisbane.
4. Subsidizing privately developed housing by reducing interest rates on for-sale units or assisting in rental payments to make housing affordable to low or moderate income households.

MUNICIPAL BONDS

The City can issue municipal bonds to help create affordable housing opportunities by financing mortgages, establishing a revolving loan fund (below market rate loans to developments of affordable housing and lower income households), or to finance any other kind of housing assistance program. Constraints to the use of municipal bonds include flotation costs, revenue sources for repayment (especially for higher interest long term bonds) and complications in refinancing short term bonds. Assessment district bonds also can be used to finance municipal improvements such as streets and service systems.

PUBLIC/COMMUNITY DEVELOPED HOUSING

The most direct form of housing assistance that a community can undertake is to develop, own and operate housing for low and moderate income persons. Due to much publicized blighted housing projects and the real estate industry's opposition to government housing, public low cost housing has received a bad name. As a result, Article 34 of the State Constitution prohibits a city from constructing housing projects without a majority vote of the local electorate.

The City could financially support the efforts of a professional non-profit housing development group to construct affordable housing in Brisbane. Other types of support could be given including fee reductions, streamlined processing of applications, and reduced development requirements.

COOPERATIVE HOUSING

Community or resident cooperatives are sometimes formed to create affordable housing. Community Development Corporation, non-profit making corporations directed by local residents, can construct housing as a joint venture between the city and the private sector. Projects in Palo Alto and Santa Barbara have been constructed through a Community Development Corporation using CDBG, Section 366 and CHFA funds.

A housing co-op can be formed by a group of tenants who decide to pool their capital to buy their buildings or group of homes. Members purchase shares in the co-op (a non-profit corporation) and receive a proportionate share or proportional dividends. In a limited equity co-op, shares have limited value appreciation in order to keep shares affordable to low and moderate income persons. Members receive the benefits of home ownership, and can control the management of the housing.

The State Cooperative Housing Assistance office assists local governments and private groups with all aspects of cooperative housing development including project feasibility in financing, organization, legal issues, management and board training.

SECONDARY DWELLING UNITS

In addition to increasing the availability of housing, the approval of secondary units may improve housing affordability. Because of size restrictions, secondary units are typically studios or one-bedroom units, which generally rent for less than the comparable units usually found in multi-family apartment complexes. Not only are secondary units themselves typically affordable, but by providing an additional source of income, they can help maintain the affordability of existing housing when added to an existing primary unit.

SHARED HOUSING

The Human Investment Program (HIP), a San Mateo County based organization, supported in part by County CDBG funds, sponsors a shared housing program. The program is a one-on-one matching program of homeowners who want to rent one or more rooms in their homes and prospective tenants. HIP screens all applicants. HIP prepares leases and sublets the rooms to low and moderate income persons. Acting as intermediaries, HIP is able to negotiate the lowest possible rents. To date, no shared homes have been established in Brisbane.

MOBILEHOMES

Mobilehomes are a form of affordable housing. Government Code Section 65852.3 precludes regulating mobilehomes on approved foundation systems any more restrictively than conventional single-family dwellings. Government Code Section 65852.7 requires that mobilehome parks (as defined in Health and Safety Code Section 18214) be deemed permitted or conditional uses on all land planned and zoned for residential land use.

USE OF SURPLUS LANDS/LANDBANKING

Occasionally lands owned by Federal, State, County, City or special district (schools, other city services) governments become available for purchase at below market cost. The site may either be vacant or its use may be obsolete, such as a closed school or an abandoned service facility. The City may be able to purchase the site and offer it to developers at below market cost in exchange for assurances to provide affordable housing.

The State Surplus Lands Program reviews Federal, State and local government land inventories and announcements for sites which have low and moderate income housing development potential. Local governments and developers are notified of available sites and assisted with site acquisition and development planning.

RENT CONTROL

Governmental control of rents is a means by which the affordability of rental housing may be maintained. Typically, a rent control ordinance is adopted detailing the types of units regulated and the means by which rents are set, with a specific administrative agency established to implement the ordinance, providing complaint, appeals and enforcement processes. The track record of rent control is reportedly mixed, with the claim made that while rent control protects existing rental units, it reduces the incentive to maintain these units and discourages the construction of new rental units.

MORTGAGE CREDIT CERTIFICATE PROGRAM

The San Mateo County Housing and Community Development Department offers this program to assist first-time homebuyers with moderate incomes. Under this program, qualified homebuyers receive a federal tax credit up to 20% of the interest on the mortgage loan which is equivalent to \$150-250 per month in reduced payments. Home prices must be \$203,400 or less if resale, and \$257,000 or less if new construction. An estimated 24 such certificates were made available by the County in 1993. No mortgage credit certificates have been issued to date in Brisbane, although it has been demonstrated that 100 of the Northeast Ridge units would have theoretically qualified for this program under the conditions current in 1993.

HOME EQUITY CONVERSION

The San Mateo County Legal Aid Society and Department of Housing and Community Development cooperatively established the Reverse Annuity Mortgage Program (RAM) to enable elderly homeowners to use the equity on their home for needed money. The program is now operated by HIP. Participants can obtain a loan which is dispersed on a monthly basis as needed for a fixed period, when the loan is due. To qualify, loan recipients must be 62 years or older, must own their dwelling, and have little or no mortgage balance, modest assets, and low or moderate income. Although no RAM loans have made to Brisbane residents as of 1990, three households received counselling from HIP on the different RAM loan options in 1989.

STATE RENTAL HOUSING CONSTRUCTION PROGRAM

The Rental Housing Construction Program provides funds, through local agencies or the California Housing Finance Agency (CHFA) for the development of new rental units by private, non-profit or public agency sponsors. Not less than 30 percent of the units in each rental development assisted under the program are to be made available to low and very low income households. The remaining units may be made available to moderate income market rate households.

STATE RURAL AND URBAN PREDEVELOPMENT LOAN FUNDS

This program provides low interest loans to local governmental agencies, non-profit organizations and cooperative housing corporations for the preliminary costs of developing housing for low income families and elderly or handicapped persons. Authorized costs include site acquisition and preparation, architectural, engineering, legal, permit and application fees, and bonding expenses. Loans are not available for construction financing or administrative costs.

TECHNICAL ASSISTANCE/ADVISORY SERVICES

To reduce the costs of developing affordable housing projects, a number of different programs are offered by the State to provide technical and research assistance to local governmental agencies, private groups, and individuals in the fields of housing development and management and advisory services.

COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM

Community Development Block Grant (CDBG) funds are available from the Federal Department of Housing and Urban Development (HUD) to develop "viable urban communities by providing decent housing and suitable living environments and expanding economic opportunities, principally for persons of low and moderate income." Funds can be used to acquire land or improve sites for the development of affordable housing.

The CDBG program is administered by the State Department of Housing and Community Development. Each year cities and counties may compete for a share of the available funds (approximately \$1.2 million in 1990 for San Mateo County). Loan requests must include development plans for a specific site. The rehabilitation of Brisbane's Solano child care center and park received approximately \$86,000 in CDBG funds.

HOME INVESTMENT PARTNERSHIP ACT

The Home Investment Partnership Act (HOME) is a new federal housing program. HOME funds may be used to support affordable housing programs that benefit low and very low income families. Brisbane is a member of the San Mateo Consortium, consisting of the County of San Mateo and all Cities within the County except Atherton, which was allocated an estimated \$3.1 million for 1992 and \$2 million for 1993.

SECTION 8 RENTAL SUBSIDIES

Rents for low income residents can be reduced through the Section 8 Rent Subsidy Program, funded by the U.S. Department of Housing and Urban Development. HUD pays the difference between what a lower income household can afford (no more than 25 percent of adjusted income) and the fair market rent for an apartment. Households which qualify as very low or low income, disabled, or elderly (over 65 years) are eligible for rent subsidy. The maximum annual income per household to qualify for Section 8 assistance in 1993 were:

1 person	\$ 18,100
2 persons	\$ 20,700
3 persons	\$ 23,250
4 persons	\$ 25,850
5 persons	\$ 27,900

The fair market rent for a one-bedroom utilities-paid unit in 1991, for example, was \$811. According to the City's rent survey (Table 19), most one-bedroom units in Brisbane would appear to qualify. In June of 1991, the San Mateo County Housing Authority began a countywide publicity campaign regarding the Section 8 rental subsidy program. Apparently as a result, the number of households in Brisbane receiving Section 8 assistance rose from none to as many as four. Also as a result, approximately 3,000 San Mateo County households have expressed interest in the program and are being reviewed by the Housing Authority for inclusion on a waiting list. Thus, although affordable housing opportunities are available in Brisbane, it appears that funding for the Section 8 program, given the length of the County's waiting list, is what is the real constraint in Brisbane.

PRESERVATION OF ASSISTED HOUSING

State law requires that all Housing Elements contain an analysis and, if necessary, policies and programs to preserve multi-family housing developments which received government assistance under federal programs, state and local multi-family revenue bond programs, local redevelopment programs, the federal Community Development Block Grant Program, local in lieu fees, and multi-family rental units developed pursuant to local inclusionary or density bonus programs. This analysis is intended to focus on assisted housing developments which are eligible to change to non-low-income housing during the next 10 years due to termination of subsidy contracts, mortgage prepayment or expiration of use restrictions.

As of 1993, no such assisted housing developments existed in the City of Brisbane (see Appendix B). However, the 1990-1997 Housing Element includes programs to encourage future development of assisted housing through use of Redevelopment Low and Moderate Income Housing Funds, Inclusionary Zoning, Density Bonus, and cooperation with non-profit organizations and other governmental agencies or programs. The 1990-1997 Housing Element calls for development of resale controls to ensure that publicly assisted affordable units will remain available to low and moderate income households for a significant period of time. In its future Housing Element updates, the City will need to evaluate the number of assisted housing units and the duration of their subsidies, and appropriate programs for preservation of these affordable units must be incorporated into the Housing Element.

HOUSING QUALITY

How can we help maintain and improve our existing housing? The need for safe and sound housing becomes more evident as an aging housing stock deteriorates due to neglect. Often, seniors and low-income families have difficulty maintaining their older homes. The most significant constraints identified in the effort to conserve and improve existing housing are the costs of repairs and financing. Related constraints could be overly-restrictive land use regulations and building codes, as well as permit fees and processing requirements. Programs discussed in Section V to address these constraints are review of land use regulations, consideration of reducing/waiving fees, and improved coordination between City Departments. The following are additional programs which could be used to maintain and improve housing quality.

REDEVELOPMENT LOW AND MODERATE INCOME HOUSING FUNDS

The twenty percent of gross tax increment money generated by the City's Redevelopment Area Two may be used to assist in rehabilitating substandard structures. Set-aside funds can be used by themselves or in collaboration with County rehabilitation and neighborhood improvement program funds to stretch the dollars available to the community.

SAN MATEO COUNTY HOUSING REHABILITATION PROGRAM

The County Board of Supervisors administers Community Development Block Grant funds from HUD's Housing Rehabilitation Program for housing rehabilitation. The program is targeted for households that earn less than 80 percent of the County median income. Individuals can apply to the County for low interest or deferred payment loans for home improvements and repairs. The interest rate varies from 3 - 4% percent, based on the participant's income and ability to pay. The amount loaned can be up to \$55,000. The County HCD staff will meet with an applicant to determine which of several programs best suits his or her needs, will inspect the dwelling to estimate rehabilitation costs, and will assist in selecting a contractor and final inspection of the project. Between 1985 and 1990, 6 households in Brisbane received rehabilitation loans totalling \$188,085. One household received such a loan in 1992-1993.

The County HCD's Rental Rehabilitation Program serves investor-owners who rent to low and moderate income tenants. With loan limits of \$55,000, the program's terms included zero interest and a requirement that fifty percent of project rehabilitation costs be paid by the owner-investor; as of October of 1993, the program's terms change to 7% interest with no matching fund requirement. General property improvements including kitchen upgrades, deferred maintenance, and health and safety repairs are typical of this program. One loan was made to upgrade a second unit in Brisbane in 1989. The loan amount was \$15,600.

Each year County rehabilitation funds are equitably allocated to each participating jurisdiction. If not used in that area, funds are distributed Countywide on a first come first serve basis. The City could facilitate greater participation in the program by advertising and encouraging participation.

STATE REHABILITATION ASSISTANCE PROGRAMS

The list of rehabilitation programs to assist lower income households at the State level has declined in recent years due to budgetary constraints. State programs often do not meet Brisbane's needs. Buildings built prior to the adoption of the Uniform Building Code which are constructed with unreinforced masonry, are subject to seismic hazards, and thus are considered substandard.

Section 19161 of the State Health and Safety Code establishes the Seismic Safety Rehabilitation Loan Program, which authorizes cities and counties to provide money through the sale of bonds for structural rehabilitation of seismically hazardous residential and commercial buildings. This State program does not provide much opportunity for residential rehabilitation as unreinforced masonry is not generally present in Brisbane's residential structures.

Table 34.
Summary of Housing Needs, Constraints and Potential Programs

Basic Housing Need:	Housing Availability
Related Special Housing Needs:	Accessible and Maintainable Housing for the Elderly and Handicapped; Large Units for Large Households; Protection from Discrimination Against Minorities; Housing for Projected Local and Regional Growth; Emergency Housing for the Homeless
Constraints:	Land Costs; Financing
Related Constraints:	Availability of Services; Condition of Infrastructure; Land Use Regulations
Potential Programs:	Capital Improvement Program; Assessment Districts; Bond Issues; Developer Contributions; Water and Energy Conservation; Review Land Use Regulations; Redevelopment Low and Moderate Income Housing Funds; Density Bonus; Transferable Development Rights; Secondary Dwelling Units; Mixed Uses; "Starter" Units; Anti-Discrimination Enforcement; Tenant and Mobile Home Park Protections Condominium Conversion Controls
Basic Housing Need:	Housing Affordability
Related Special Housing Needs:	Affordable Rental and Owner-Occupied Housing for the Elderly, Handicapped, Large and Overcrowded Households, Single-Parent Households, Farmworkers, Minorities, and Projected Local and Regional Growth
Constraints:	Land Costs; Construction Costs; Financing
Related Constraints:	Availability of Services; Condition of Infrastructure; Energy Costs; Land Use Regulations; Required Fees, Bonds, Dedications, and Off-Site Improvements; Building Codes; Permit Processing Delays
Potential Programs:	Capital Improvement Program; Assessment Districts; Developer Contributions; Water and Energy Conservation;

(continued on following page)

Table 34.
(continued from preceding page)

Summary of Housing Needs, Constraints and Potential Programs

Potential Programs (continued):	Review Land Use Regulations; Evaluation and Reduction of Fees; Streamlined Permit Processing; Inclusionary Zoning; Density Bonus; Redevelopment Low and Moderate Income Housing Funds; Municipal Bonds; Public/Community Developed Housing; Cooperative Housing; Secondary Dwelling Units; Shared Housing; Mobile Homes; Surplus Lands; Rent Control; Mortgage Credit Certificate Program; Home Equity Conversion; State Rental Housing Construction Program; State Rural and Urban Pre-development Loan Funds; Technical Assistance; CDBG and HOME Funds; Section 8 Rental Subsidies
Basic Housing Need:	Housing Quality
Related Special Housing Need:	Assistance to Elderly to Maintain Their Homes
Constraints:	Construction Costs; Financing Costs
Related Constraints:	Land Use Regulations; Building Codes; Permit Fees and Processing
Potential Programs:	Review Land Use Regulations; Reduce/Waive Fees; Streamline Permit Processing; Redevelopment Low and Moderate Income Housing Funds; County Housing Rehabilitation Program; State Rehabilitation Assistance Programs

EVALUATION OF 1985 HOUSING ELEMENT POLICY/PROGRAM ACHIEVEMENTS

By examining the effectiveness of the programs in the 1985 Housing Element, the range of programs available to help meet housing needs from 1990 to 1997 can be put into a more realistic perspective. Very few of the 1985 Housing Element's numerical targets for housing development and provision of affordable housing units were achieved. Out of the 255 new units (including secondary units, density bonus, senior housing, and inclusionary zoning) and 382 units of other types of assistance (Section 8, mortgage assistance, housing rehabilitation, handicapped housing, and energy conservation) proposed in the 1985 Element, only 13% of the new construction goals and 8% of the other assistance goals were met (Table 35).

It is difficult to determine the reasons for the low level of development in the community overall and the limited implementation of Housing Element programs. City efforts were hindered by the extensive time commitment required of City staff and decision makers on the Northeast Ridge litigation (1985-89) and subsequent processing of the development plan and agreement. Not surprisingly, given that Brisbane is a small city with a planning staff of 2, this project consumed the majority of available staff time. However, the Northeast Ridge project should provide 100 units of assisted for-sale housing once the project is constructed. Development of the approved project is underway. Grading for the first phase has been undertaken and engineering is ongoing for the Final Map. However, it can be assumed that the completion and marketing of the project will be affected by conditions in the housing market and the economy in general.

It appears that some of the program goals may have been overly optimistic. An example of this involves secondary dwelling units. The opportunities for new secondary units on the small, often steeply sloping lots in Central Brisbane are limited and the lack of adequate off- and on-street parking in many areas adds significantly to the site development and financial difficulties in developing these units. Thus, in the 1990-1997 Housing Element, more realistic goals are presented.

The most significant constraints on the development of housing--the costs of land, construction and financing--are essentially beyond the City's control. As established in this Element, the City has provided zoning to permit sufficient capacity for needed housing. In Central Brisbane not only is the necessary zoning in place, but the services and infrastructure are present as well to provide for reasonable infill development. In the current economy, it appears that private property owners cannot take advantage of existing development potential in the city.

Table 35.

Review of 1985 Housing Element Achievements

Program:	New Construction
1985 Housing Element 1985-90 Target:	56
1985-90 Actual:	31
Comments:	<p>Building permits were issued for 41 new residential units (including 2 second units) from 5/13/85 to 7/1/90; during that same period 10 residential units were demolished, resulting in a net increase of 31 units. Thus an average of 8 units were issued building permits per year.</p> <p>Under the 1985 Housing Element growth staging program, building permits for a maximum of 32 units (of a prescribed ratio of income levels, owner/rental, single-family/multi-family and bedroom number) could be issued per year without City Council approval, totaling 160 units over 5 years.</p> <p>In addition, vesting tentative map approval was granted in 1989 for the 579-unit Northeast Ridge project. Development is limited to a rate of no more than 20% (115) of the total number of units per year. Potentially, this would allow the entire 579 units to be constructed within 5 years.</p>
Program:	Second Units
1985 Housing Element 1985-90 Target:	50
1985-90 Actual:	2
Comments:	<p>Although Use Permits were approved for only 2 second units, an estimated 40 such units were constructed from 1985 to 1990 without City approval, based upon comparisons of 1980 and 1990 Census data and City occupancy and demolition permits for multi-family units.</p> <p>The 1990 target was not met in part due to physical and financial difficulty in meeting the parking standards, particularly on steep lots. The minimum lot size limit of 5,000 sq. ft. and maximum second unit size limit of 640 sq. ft. may also deter applications.</p>
Program:	Density Bonus
1985 Housing Element 1985-90 Target:	77-106
1985-90 Actual:	0
Comments:	<p>A density bonus was not applied to the Northeast Ridge development which was the only project between 1985-1990 of at least 5 units.*</p> <p>Density bonus opportunities for infill projects in Central Brisbane are limited.</p>

(continued on following page)

Table 35.
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Review of 1985 Housing Element Achievements

Program:	Inclusionary Zoning
1985 Housing Element 1985-90 Target:	40
1985-90 Actual:	0
Comments:	No inclusionary units were approved during 1985-1990 because the policy was not applied to the Northeast Ridge* and no other applications for projects with more than 10 units occurred.
Program:	Rehabilitation of Existing Housing
1985 Housing Element 1985-90 Target:	147
1985-90 Actual:	7
Comments:	Although only 7 units were rehabilitated through San Mateo County Housing Rehabilitation Program, a total of 790 building permits were issued from 7/1/85-7/1/90 for residential remodeling and alterations, indicating the level of housing rehabilitation through private efforts.
Program:	Mortgage Assistance
1985 Housing Element 1985-90 Target:	35
1985-90 Actual:	0
Comments:	No mortgage reduction programs were implemented during 1985-1990. The Northeast Ridge Development conditions of approval call for up to 100 households to participate in the County HCD Mortgage Credit Certificate Program.
Program:	Section 8 Rental Assistance for Existing Units
1985 Housing Element 1985-90 Target:	30
1985-90 Actual:	0
Comments:	No families from Brisbane applied for Section 8 assistance in 1985-1990.
Program:	Senior Housing
1985 Housing Element 1985-90 Target:	up to 32
1985-90 Actual:	0
Comments:	Due to other pressing matters (such as the Northeast Ridge), the City was not staffed to give development of a senior housing project priority.

*Requirements for affordable housing were considered as part of the overall development plan and included as a part of the conditions of approval for this development project.

SECTION VI.

GOALS, POLICIES AND IMPLEMENTATION

HIGHLIGHTS:

This section contains the Goals, Objectives, Policies and Implementation Programs that will apply to housing matters in the City of Brisbane through June 1997, when the next Housing Element update is scheduled.

Goals are the ends which the community aims to achieve. Objectives are the steps toward the goals which can be used to measure progress. Policies and Implementation Programs describe specific ways the Goals and Objectives can be achieved.

STATE REQUIREMENTS

California Government Code Section 65583 requires that the Housing Element contain:

A statement of the community's goals, quantified objectives, and policies relative to the maintenance, preservation, improvement and development of housing.

A program which sets forth a five-year schedule of actions the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the Housing Element through the administration of land use and development controls, provision of regulatory concessions and incentives, the utilization of appropriate federal and state financing and subsidy programs when available, and the utilization of moneys in the Redevelopment Agency's Low and Moderate Income Housing Fund. The program shall include an identification of the agencies and officials responsible for the implementation of the various actions and the means by which consistency will be achieved with other General Plan elements and community goals.

The State recognizes that the total housing needs identified in the Housing Element may "exceed available resources and the community's ability to satisfy this need within the content of the General Plan... Under these circumstances, the quantified objectives need not be identical to the total housing needs. The quantified objectives shall establish the maximum number of housing units by income category that can be constructed, rehabilitated, and conserved over a five-year time period."

It should be noted that Chapter 695, Statutes of 1993 (AB 2172), amended Government Code Section 65588, extending the deadline for adoption of the next revision of the Housing Element to June 30, 1997.

HOUSING GOALS

In Brisbane, the residential environment is at the center of city life. This is where the citizens satisfy their basic needs for shelter and privacy, and experience the feeling of community that has been the hallmark of Brisbane since its earliest days. The primary goal of the Housing Element is to assure that existing and new housing developments provide more than shelter, so that Brisbane remains "home" to its residents.

- H-I. PROVIDE OPPORTUNITIES FOR HOUSING FOR THE PEOPLE WHO FOCUS THEIR DAILY LIVES IN BRISBANE. IMPLICIT IN THIS GOAL IS THE STRONG DESIRE TO MAINTAIN AND STRENGTHEN THE SENSE OF COMMUNITY.

The expressions of community are vividly portrayed in the published volumes of Brisbane's oral histories. These reflect an independent, energetic city, composed of and accepting a diversity of people and lifestyles, and valuing this same diversity in its residential development. The following housing goals reflect a desire to maintain these values.

- H-II. PROVIDE OPPORTUNITIES FOR A DECENT HOME AND A CLEAN, SAFE ENVIRONMENT FOR ALL RESIDENTS OF BRISBANE REGARDLESS OF AGE, RACE, SEX, MARITAL STATUS, ETHNIC BACKGROUND, FAMILY COMPOSITION, INCOME OR SEXUAL ORIENTATION.
- H-III. PROVIDE OPPORTUNITIES FOR A VARIETY OF HOUSING TYPES, SIZES, PRICES, AND TENURE TO MEET THE CITY'S PRESENT AND PROJECTED HOUSING NEEDS.
- H-IV. PROVIDE OPPORTUNITIES FOR ADEQUATE HOUSING, WITHIN RESOURCE LIMITATIONS, FOR LOW- AND MODERATE-INCOME AND SPECIAL-NEEDS HOUSEHOLDS, INCLUDING, BUT NOT LIMITED TO, THE ELDERLY, THE HANDICAPPED, LARGE HOUSEHOLDS, SINGLE-PARENT HOUSEHOLDS, THE HOMELESS AND ETHNIC MINORITIES.
- H-V. ENCOURAGE EFFORTS TO IMPROVE AND CONSERVE EXISTING HOUSING AND EXISTING RESIDENTIAL NEIGHBORHOODS.
- H-VI. ENSURE THAT NEW RESIDENTIAL DEVELOPMENT IS COMPATIBLE WITH EXISTING DEVELOPMENT AND REFLECTS THE DIVERSITY OF THE COMMUNITY.
- H-VII. ENSURE THAT HOUSING DEVELOPMENT IN AREAS NOT CURRENTLY URBANIZED ABSORBS THE COSTS OF MITIGATING THE IMPACTS OF DEVELOPMENT.
- H-VIII. REMOVE UNREASONABLE GOVERNMENTAL CONSTRAINTS TO THE MAINTENANCE, IMPROVEMENT AND DEVELOPMENT OF HOUSING.

OBJECTIVES

The following objectives establish "yardsticks" for achieving the City's goals through 19951997.

A. HOUSING AVAILABILITY

1. NEW CONSTRUCTION

- a. Provide for as many as 85 units of new development in Central Brisbane.
- b. Provide for up to 579 housing units at the Northeast Ridge.
- c. Provide for at least 12 units of senior housing on suitable properties.

2. INTENSIFICATION

- a. Provide for 10 secondary dwelling units.
- b. Provide for at least 36 multi-family units on currently-developed lands.

3. MANAGEMENT

- a. Provide for up to 150 units adaptable for handicapped persons, including 135 such units at the Northeast Ridge.
- b. Support County programs to encourage formation of 5 shared housing arrangements for low-income households.
- c. Encourage the retention of 63 affordable units by amending the Zoning Ordinance to require public hearings to convert mobilehome parks to other uses in the H-1 District, and by aiding enforcement of State law, California Civil Code Section 798.80.
- d. Encourage the retention of at least 200 rental units in the R-2, R-3 and C-2 Districts by discouraging condominium conversions.

B. HOUSING AFFORDABILITY

1. NEW CONSTRUCTION

- a. Encourage the construction of 2 units to serve low- and moderate-income households through the use of density bonuses and inclusionary housing provisions.

2. INTENSIFICATION

- a. Encourage the construction of 8 secondary housing units affordable to low-income households and 2 affordable to moderate-income households.

3. MANAGEMENT

- a. Request the Planning Commission evaluate opportunities for producing and conserving affordable housing using Redevelopment Low and Moderate Income Housing Funds.
- b. Encourage the use of Section 8 or other rental assistance programs for at least 5 eligible households.
- c. Utilize County programs or other forms of assistance to provide 100 units at the Northeast Ridge for moderate-income home-ownership.
- d. Maintain the affordability of 10 existing moderate-income primary units by encouraging the construction of 10 new secondary dwelling units.

C. HOUSING QUALITY

1. NEW CONSTRUCTION

- a. Require the installation of fire-safety and water- and energy-conserving features per code in conjunction with construction of new units.

2. REHABILITATION

- a. Encourage the rehabilitation of up to 70 low- and moderate-income housing units.
- b. Require installation of fire-safety and water- and energy-conserving features as a part of public and privately funded rehabilitation projects.

POLICIES AND PROGRAMS

The following policies and programs provide the pathway that leads towards the goals and objectives stated in this chapter. There are many different approaches, opportunities and considerations listed here, 16 policies and 43 implementation programs. They have been arranged in the broad categories used in this section, Housing Availability, Housing Affordability and Housing Quality.

HOUSING AVAILABILITY

Policies and programs to achieve housing availability concentrate on the effective use of government resources and regulations. City opportunities to affect availability are closely tied to the regulations governing housing development, the land use designations in the General Plan and Zoning Map, the ordinance requirements that guide construction on the individual parcels, the mitigations required for environmental protection, and the various safety and conservation codes. The City also has opportunities to use unique governmental programs to assist in housing development, such as redevelopment set-aside funds or State and Federal housing development programs.

Policy H1 Strive to attain and maintain a balance of housing types (single and multi-family units, mobilehomes), sizes (number of bedrooms), tenure (owner-occupied and rentals) and affordability to all income levels.

Program H1a: Consistent with the 1994 General Plan, amend the Zoning Ordinance and rezone suitable sites for the development of single-family and multi-family units and mobilehomes to address the existing and projected housing needs consistent with California Government Code Section 65583(c); potential areas are identified in Section II of this Element.

Purpose: Rezoning of land to facilitate construction of adequate housing to meet the projected range of housing needs.

Time Frame: Zoning Ordinance and Map changes in 1994.

Responsible Party: Planning Department.

Funding Source: City funds, re-zoning application fees.

Program H1b: Encourage the development of a broad range of housing types, sizes, tenure, and affordability in order to ensure the City's capacity to meet a broad range of housing needs.

Purpose: Broad distribution of housing needs by type, price, tenure, and size.

Time Frame: On-going.

Responsible Party: Planning Department.

Funding Source: City funds.

Program H1c: Simplify the "substandard lot" provisions of the Zoning Ordinance.

Purpose: Permit and facilitate reasonable development of appropriate non-conforming infill lots.

Time Frame: 1994.

Responsible Party: Planning Department.

Funding Source: City funds.

Program H1d: Examine the Zoning Ordinance regulations permitting secondary dwellings in single-family districts to determine if the requirements should be amended.

Purpose: To encourage the addition of approximately 10 secondary dwelling units (rentals) affordable to low and moderate income, elderly and small households, without detriment to public safety.

Time Frame: Ordinance amendments, 1994; construction of units, 1990-1995.

Responsible Party: Planning Department.

Funding Source: City funds, development application fees.

Program H1e: Continue the provisions in the Zoning Ordinance that allow manufactured housing as a permitted use and mobilehome parks as a conditional use in all residential zones. Revise the Zoning Ordinance to require a public hearing before a mobilehome park in the H-1 District may be converted to another permitted use.

Purpose: To facilitate development and maintenance of mobilehome parks as housing opportunities affordable to lower income households.

Time Frame: Ongoing; Zoning Ordinance changes in 1994.

Responsible Party: Planning Department.

Funding Source: City funds.

Program H1f: Develop a Public Awareness Campaign to inform Brisbane residents, developers, non-profit housing agencies, and other groups about housing policies and opportunities in Brisbane. Consider a bi-annual newsletter, flyers, or other means of preparing and distributing information on City policies and local achievements, County and other agency programs, and State housing laws.

Purpose: To inform the public about housing goals, programs, and opportunities and encourage development of housing that meets the City's goals and needs.

Time Frame: Develop campaign approach in 1994; implement on a regular basis thereafter.

Responsible Party: Planning Department.

Funding Source: Redevelopment Agency funds, City funds.

Policy H2 Encourage development of affordable housing specifically designed for the elderly, handicapped, and others with special needs.

Program H2a: Consider designating suitable sites for housing for the elderly.

Purpose: Provide units for elderly persons through use of City Redevelopment Funds and other local and State subsidy programs.

Time Frame: Planning Commission recommendations and land use designation in Housing Element Update, 1994; Possible development plans and funding, 1995; Possible housing construction, 1995 and after.

Responsible Party: City, coordinated with appropriate local, State or Federal housing assistance programs.

Funding Source: Redevelopment Agency funds, State or Federal programs.

Program H2b: In housing projects of 20 or more units, encourage provision of at least 8% of the units for handicapped persons.

Purpose: Construction of units designed for handicapped persons, including 135 such units at the Northeast Ridge.

Time Frame: On-going.

Responsible Party: Planning Department.

Funding Source: Private developers.

Program H2c: Amend appropriate development regulations, such as standard parking requirements, to encourage housing for the elderly and the handicapped.

Purpose: To encourage reduced housing construction costs.

Time Frame: 1994.

Responsible Party: Planning Department.

Funding Source: City funds.

Program H2d: Continue to allow residential uses as a secondary use above or behind a commercial use under the Neighborhood Commercial/Retail/Office land use designation and encourage their maintenance through use of County, State and Federal rehabilitation funds.

Purpose: To encourage construction and rehabilitation of small affordable units close to shopping and services.

Time Frame: On-going.

Responsible Party: Planning Department.

Funding Source: Private property owners; San Mateo County Housing Rehabilitation Program for residential and commercial structures; State and Federal housing assistance/rehabilitation programs.

Program H2e: Encourage Human Investment Program (HIP)'s shared housing project which helps find suitable housing for single-parent families through donation of Redevelopment funds and providing publicity in Brisbane.

Purpose: To adequately house single-parent families and single persons through formation of at least 5 shared households for low income persons.

Time Frame: Develop approach in 1994; implement on a regular basis thereafter.

Responsible Party: City Manager's Office; Planning Department.

Funding Source: Redevelopment Agency funds.

Program H2f: Encourage new developments to provide units for large families, the elderly, the handicapped, and low and moderate income families.

Purpose: To adequately house special needs families.

Time Frame: On-going.

Responsible Party: Planning Department.

Funding Source: City funds.

Program H2g: Cooperate with the County in fulfilling the recommendations of the Blue Ribbon Commission on Homelessness's 1990 Action Report to develop a sub-regional planning mechanism for low-income housing and homeless housing.

Purpose: To establish effective programs that address homeless issues.

Time Frame: On-going.

Responsible Party: Planning and Police Departments.

Funding Source: City funds.

Policy H3 Discourage the conversion of existing apartment buildings to condominiums or co-ops unless it is demonstrated that such conversion would not impact the rental market.

Program H3a: Uphold the current Zoning Ordinance standards for condominium conversion of existing rental units. Assure the retention of new rentals as rental housing through conditions on development permits.

Purpose: Retention of adequate rental opportunities to meet growing needs. Strive to maintain optimal vacancy rate (4.5%).

Time Frame: On-going.

Responsible Party: Planning Department.

Funding Source: City funds, development application fees.

Policy H4 Distinguish between those governmental constraints which are necessary, even in the face of identified housing needs, for the protection of the public health, safety or welfare, and those which could be modified to lessen their negative effects on the provision of housing goods and services; reduce or eliminate those constraints which are found to be unnecessary.

Program H4a: Systematically evaluate the City's development review procedures. Develop and implement changes to the procedures where appropriate. Pass on any significant savings in processing costs through reduced application fees.

Purpose: Improve inter-departmental processing of development applications leading to a more efficient review process.

Time Frame: On-going.

Responsible Party: Building and Planning Department, Public Works Department, Fire Department.

Funding Source: City funds.

Program H4b: Evaluate City staffing requirements with regard to improving City procedures for processing development applications, establishing the numerous implementation measures identified in the 1990-1997 Housing Element, and other City needs.

Purpose: To improve the efficiency of City operations and to ensure that Housing programs are implemented.

Time Frame: 1994.

Responsible Party: Planning Department, City Manager's Office.

Funding Source: City funds.

Policy H5 Promote equal housing opportunities.

Program H5a: Inform the community of equal housing laws and resource opportunities through informational handouts made available at public offices, real estate offices, and in newspaper as part of the Public Awareness Campaign.

Purpose: Public awareness of fair housing laws.

Time Frame: On-going.

Responsible Party: Planning Department.

Funding Source: City funds.

HOUSING AFFORDABILITY

Policies and programs to achieve housing affordability address the provision of a subsidy or other ways of reducing the cost of housing to the occupant. Reducing housing costs also pertains to the ongoing costs of maintenance, including utilities.

Policy H6 Require that a portion of all new developments of five or more housing units be affordable to low and moderate income households.

Program H6a: Adopt an inclusionary housing program requiring that 20% of all new housing units in projects of five or more units be affordable to households of low and/or moderate incomes.

Purpose: To assure a place for low- and moderate-income households in newly constructed projects.

Time Frame: Amend Zoning Ordinance to implement inclusionary policy, 1994; construction concurrent with market-rate units, 1994-1995.

Responsible Party: Planning Department, with possible County, State and Federal staff assistance.

Funding Source: Private developers.

Program H76b: Develop appropriate resale controls for inclusionary units and other affordable units created through public funding mechanisms.

Purpose: To ensure that affordable units will remain available to low and moderate income households for a significant period of time.

Time Frame: By 1995.

Responsible Party: Planning Department.

Funding Source: City funds.

Policy H7 Encourage utilization of a density bonus to provide needed housing, particularly rentals, affordable to low and moderate income households.

Program H7a: Adopt an ordinance consistent with California Government Code Section 65915.

Purpose: To encourage the provision of affordable units.

Time Frame: 1994.

Responsible Party: Planning Department.

Funding Source: Private developers.

Policy H8 Examine ways in which housing construction costs may be reduced by encouraging new housing construction to be compatible with the existing natural terrain.

Program H8a: Study potential Hillside Development Standards to see if housing development costs can be reduced on hillside lots by encouraging development practices which reduce grading.

Purpose: Develop and, if desirable, implement Hillside Development Standards.

Time Frame: 1994.

Responsible Party: Planning Department.

Funding Source: City funds and permit fees.

Policy H9 Seek private and public funding sources for affordable housing.

Program H9a: Encourage tenants and housing developers to participate in the San Mateo County Housing Authority Section 8 rent subsidy program. Encourage developers and potential homebuyers to participate in the County's Mortgage Credit Certificate Program, in State and Federal homeownership assistance programs, and in other affordable housing assistance programs.

Purpose: Relief of conditions of overpayment among very-low-income households.

Time Frame: On-going.

Responsible Party: Planning Department.

Funding Source: San Mateo County Housing Authority; State and Federal Housing Assistance programs.

Program H9b: Request the Planning Commission study and recommend alternative uses of the City's Redevelopment Low and Moderate Income Housing Fund for use in providing or improving housing for low and moderate income persons. Housing program options include but are not limited to the following:

- a. *Initiate a partnership with one or more nonprofit housing developers to identify potential affordable housing projects and other funding sources to supplement Redevelopment Low and Moderate Income Housing Funds.*
- b. *Purchase vacant sites to land bank for future affordable development projects as construction funding sources become available.*
- c. *Purchase vacant sites and Transferable Development Rights (such as air-rights) to sell or lease to developers of affordable housing including mixed-use projects.*
- d. *Develop or cooperate in the development of a "model project" of affordable housing on City-owned or other purchased land.*
- e. *Acquire and rehabilitate vacant/abandoned residences for resale to low- and moderate-income first-time buyers.*
- f. *Subsidize development costs.*
- g. *Subsidize mortgage finance costs.*
- h. *Make rehabilitation loans.*
- i. *Collaborate with County housing rehabilitation or other existing programs.*
- j. *Financially encourage self-help housing programs and "sweat equity" construction and rehabilitation projects.*
- k. *Establish a loan fund to help leverage State and Federal funding programs for affordable housing that require local contributions.*
- l. *Fund a local rental assistance program for homeless individuals.*
- m. *Provide financial assistance to retrofit existing units to be made accessible for low- and moderate-income handicapped persons.*
- n. *Create opportunities in the Northwest Bayshore subarea for private development of mixed-use housing affordable to moderate, low and very-low income households.*

The Planning Commission shall advise the Redevelopment Agency on the preparation of the plan required by California Health and Safety Code Section 33413(b)(4) in compliance with AB 315, regarding the affordability of dwelling units rehabilitated or developed by the Redevelopment Agency.

Purpose: To facilitate accomplishment of affordable housing opportunities for persons of lower and moderate incomes.

Time Frame: Housing Fund Program and AB 315 Compliance Plan recommendations, adoption of AB 315 Compliance Plan by Redevelopment Agency, 1994; development of low-income senior and other affordable housing, 1995 and after.

Responsible Party: Planning Department, City Manager's Office.

Funding Source: Redevelopment Agency tax increment funds.

Program H9c: Evaluate existing City fees charged for development applications in terms of allowing exceptions for projects providing affordable lower income housing and for residential infill development.

Purpose: To reduce adverse financial impacts on beneficial residential projects.

Time Frame: On-going.

Responsible Party: Planning Department.

Funding Source: City funds.

Program H9d: Encourage the State of California and the Federal Government to restore and enhance funding to subsidy programs that have proven successful in assisting low and very-low income households, such as Section 202, Section 8 New Construction, Section 8 Moderate Rehabilitation and Rental Rehabilitation Programs.

Purpose: Provision of new affordable housing units.

Time Frame: On-going.

Responsible Agency: Planning Department.

Funding Source: City funds.

Program H9e: Encourage the State to amend the law to allow cities to more efficiently meet low- and moderate-income housing needs by combining their Redevelopment Low and Moderate Income Housing Funds.

Purpose: Expand opportunities to efficiently use Redevelopment Low and Moderate Income Housing Funds.

Time Frame: On-going.

Responsible Agency: Planning Department, Redevelopment Agency

Funding Source: City funds.

Policy H10 Publicize energy conservation programs and weatherization services that provide at-cost or subsidized conservation inspections and corrective actions.

Program H10a: Develop a component of the City's Public Awareness Campaign which provides information about home energy conservation programs and financial benefits of weatherization.

Purpose: Community awareness and participation in energy conservation programs. Weatherization of 140 existing units (10% of total) by 1995.

Time Frame: On-going.

Responsible Party: Planning Department.

Funding Source: Energy conservation services available through PG&E, North Peninsula Neighborhood Service Center and State or Federal Grants.

Program H10b: Encourage energy conservation retrofitting of existing homes at the time of sale.

Purpose: To increase the energy efficiency of the community's housing through development of a resale energy conservation inspection program and adoption of an energy conservation retrofit ordinance.

Time Frame: Develop and adopt ordinance and inspection program in 1994; implement on a regular basis thereafter.

Responsible Party: Building and Planning Department.

Funding Source: Private homeowners

Policy H11 Promote the use of energy conservation measures and the provision of solar access in new residential site design and construction.

Program H11a: Enforce Title 24 energy conservation requirements in new planned residential developments, require structural and landscaping design to take advantage of natural heating and cooling, and offer incentives for energy conservation, such as specialized plan check services through the State Energy Commission, if available.

Purpose: Incorporation of energy conservation measures and solar access in all new residential development.

Time Frame: On-going.

Responsible Party: Building and Planning Department.

Funding Source: City funds.

HOUSING QUALITY

Policies and programs to address housing quality focus on two aspects—the structural integrity, safety and comfort of the dwelling, and the conditions in which the unit is located, including the availability of services.

Policy H12 Promote rehabilitation of substandard residential structures while maintaining their affordability to lower and moderate income households.

Program H12a: Establish a voluntary code inspection program which could include a site review of residential structures to see if they meet basic safety and sanitation standards. Encourage community involvement in disseminating information about basic safety improvements, such as fire extinguishers and smoke detectors. Emphasize those structures identified as substandard or in code violation, and vacated for-sale or for-rent structures.

Purpose: Correction of unsafe conditions.

Time Frame: On-going.

Responsible Party: Building and Planning Department, Public Works Department, Fire Department.

Funding Source: City funds, State HCD programs.

Program H12b: As part of a City-sponsored Public Awareness Campaign, actively publicize information and encourage the use of County, State and Federal programs for low interest rehabilitation loans. Inform code violators and advertise to City residents (through the annual City clean-up, newsletters, informational notices, newspapers, real estate offices, public offices) the availability of rehabilitation assistance. Work with the San Mateo County Housing Rehabilitation Program to develop a promotional strategy. Seek available State and Federal funding.

Purpose: Rehabilitation of single-family and multi-family residences.

Time Frame: On-going.

Responsible Party: Building and Planning Department, Public Works Department.

Funding Source: Redevelopment Agency tax increment funds, San Mateo County Housing Rehabilitation Program, State and Federal Rehabilitation Assistance programs.

Program H12c: Examine standards for nonconforming residential uses and structures and consider amendment of Brisbane Municipal Code Sections 15.08.140-160 and 17.38.020-040.

Purpose: To reduce governmental restrictions on maintaining and improving existing nonconforming residential uses and structures.

Time Frame: 1994.

Responsible Party: Planning Department.

Funding Source: City funds.

Policy H13 Protect the character of existing residential neighborhoods.

Program H13a: Seek grant or other special funds to maintain and upgrade public facilities (streets, water, storm drainage and sewer lines, parks, etc.) in residential neighborhoods where needed. Annually review the City's needs for improvements and the availability of funding through the Capital Improvement Program and maintenance budget.

Purpose: Safe, clean neighborhoods.

Time Frame: On-going; review annually.

Responsible Party: Public Works Department, Planning Department, City Manager.

Funding Source: Grant/special funds.

Program H13b: Implement standards for public service levels (water pressure, fire/police response times, street improvements, traffic congestion) in residential areas established as part of the General Plan.

Purpose: To improve public service provision to a high standard of service.

Time Frame: On-going.

Responsible Party: Planning Department, Public Works Department, Fire Department.

Funding Source: City funds.

Program H13c: Establish standards and guidelines for new residential development on lands outside of Central Brisbane as permitted under the General Plan.

Purpose: Encouragement of safe and affordable housing development compatible with existing uses.

Time Frame: 1994.

Responsible Party: Planning Department, Public Works Department, Fire Department.

Funding Source: City funds, application fees.

Policy H14 (deleted 10/4/93)

Policy H15 Assure that new development absorbs the costs of mitigating the environmental, social and service impacts it brings to the community.

Program H15a: Implement a system of impact fees that charges developers for the cost of development to the community. The charges should be based on the true cost of mitigating the fiscal, social, service and environmental impacts of development. The fees should be adjusted for contributions otherwise made toward the elimination of impacts. For facilities that are developed to offset the impacts of several developments, such as freeway and transit facilities, future developments that benefit from the development of these facilities could reimburse in proportion to the demand on the facilities attributable to the development. Consider waiving or reducing such fees for projects which provide all or a significant proportion of housing units affordable to low- and moderate-income households.

Purpose: Equitably allocate the costs of new development without constraining affordable housing development opportunities.

Time Frame: On-going.

Responsible Party: Planning Department, Public Works Department, Fire Department.

Funding Source: Private developers.

Program H15b: Require preparation of a fiscal and social impact study as part of the environmental review of projects larger than 10 units.

Purpose: Augment information on environmental impacts received through the CEQA process and identify appropriate development impact fees and other mitigation measures necessary to achieve integration of the project into the community.

Time Frame: On-going.

Responsible Party: Planning Department, Finance Department.

Funding Source: Private developers.

Program H15c: Investigate the potential of live-work housing under the Subregional Commercial /Retail /Office land use designation.

Purpose: To provide housing closer to jobs to reduce traffic impacts.

Time Frame: 1994.

Responsible Party: Planning Department.

Funding Source: City funds.

Policy H16: Regulate the development of environmentally sensitive and hazardous lands to assure the mitigation of significant impacts.

Program H16a: Develop appropriate measures and standards as necessary to protect identified environmentally sensitive areas including, but not limited to, wetlands, riparian habitat, critical wildlife habitat, geologically hazardous areas, areas subject to flooding, visually prominent or sensitive areas, and electric transmission line corridors. Until these studies have been undertaken, the City shall use existing ordinances and policies to ensure that environmentally sensitive areas are protected.

Purpose: Nondegradation of the environment and protection of public health and safety.

Time Frame: 1994.

Responsible Party: Planning Department.

Funding Source: City funds.

Program H16b: Retain the system of Transferable Development Rights (TDRs) for compensating those subject to development prohibitions and achieving other housing policies. Consider utilizing the system to compensate owners of lots that may not be developed. Encourage the conservation of open space by permitting the purchase and retirement of development rights on undevelopable land. For example, a developer may be permitted to exceed the permitted density on a developable property if he purchases an environmentally sensitive parcel and dedicates it as permanent open space. The number of units that the developer could gain as a result should be determined according to the environmental significance and economic cost of the retired site, as well as the capacity of the developable site. In order to be effective, the price for the site(s) to be retired should not exceed the value of the additional units that may be developed as a result of the transfer. The number of units that may be built as a result of a density transfer should reflect this constraint.

Purpose: Provide housing opportunities while preserving environmentally sensitive lands.

Time Frame: Program development and implementation, 1994.

Responsible Party: Planning Department.

Funding Source: City funds.

ACHIEVING CONSISTENCY WITH OTHER GENERAL PLAN ELEMENTS AND COMMUNITY GOALS

The Housing Element is one part of a comprehensive General Plan. State law requires that the goals and policies of all General Plan elements be consistent and mutually supportive. Housing policies and programs are integrally related to policies and programs for circulation, open space, safety, noise, conservation and land use.

Policy H17 Evaluate and update the Housing Element.

Program H17a: Review and update the 1990-1997 Housing Element as necessary to remain consistent with the General Plan and any future amendments.

Purpose: Maintain the internal consistency of the General Plan.

Time Frame: On-going.

Responsible Party: Planning Department.

Funding Source: City funds.

Program H17b: Prepare an annual report to the City Council and State Department of Housing and Community Development on progress made in implementing Housing Element policies/programs.

Purpose: To maintain community awareness and support for housing programs.

Time Frame: Annually.

Responsible Party: Planning Department.

Funding Source: City funds

Program H17c: Undertake and complete the next Housing Element Update by the June 1997 deadline established by the State Housing and Community Development Department.

Purpose: To meet the requirements of State law.

Time Frame: 1996-1997.

Responsible Party: Planning Department.

Funding Source: City funds.

Table 36.
Implementation Program Summary

1994:

- Amend Zoning Ordinance and Map to conform to General Plan.
- Simplify "substandard lot" provisions of the Zoning Ordinance.
- Consider revising secondary dwelling unit regulations.
- Amend Zoning Ordinance to require public hearing for conversion of mobilehome parks.
- Develop Public Awareness Campaign.
- Amend Zoning Ordinance provisions to encourage housing for the elderly and handicapped.
- Develop approach to shared housing projects.
- Evaluate City staffing requirements for processing development and implementing housing measures.
- Amend Zoning Ordinance to implement inclusionary housing policy and adopt density bonus ordinance.
- Develop and implement hillside development standards.
- Make Planning Commission recommendations regarding elderly housing, Redevelopment Low and Moderate Income Housing Fund, and AB315 Compliance Plan.
- Adopt AB 315 Compliance Plan.
- Amend Municipal Code to include energy retrofit requirements, and then implement.
- Consider amending Zoning Ordinance regarding nonconforming residential uses and structures.
- Establish standards and guidelines for new development on lands outside of Central Brisbane.
- Investigate the potential of live-work housing in the H-1 District.
- Develop measures and standards to protect environmentally sensitive areas.
- Refine the TDR program.

1994-1995:

- Develop resale controls for publicly-assisted housing.

1995:

- Complete development plans and secure funding for senior housing and other affordable housing development, and then begin construction.

1996-1997:

- Update and adopt Housing Element.

(continued on following page)

Table 36.
(continued from preceding page)
Implementation Program Summary

On-going:

- Encourage a broader range of housing types, sizes, tenure and affordability.
- Construction of secondary dwelling units.
- Implement Public Awareness Campaign.
- Construction of housing units on the Northeast Ridge, including 135 units adaptable for the handicapped.
- Continue secondary residential uses in conjunction with commercial uses.
- Implement shared housing projects.
- Encourage units for large families, elderly, handicapped and low- and moderate-income households.
- Cooperate with the County to develop a sub-regional planning mechanism for low-income and homeless housing.
- Continue to enforce condominium conversion regulations.
- Evaluate City development review procedures for efficiency.
- Inform the community of equal-housing laws.
- Participate in housing assistance programs for both owners and renters.
- Evaluate fees charged for development applications for affordable lower income housing.
- Encourage the State and Federal Government to restore and enhance housing funding programs.
- Encourage the State to allow cities to pool their Redevelopment Set Aside funds.
- Provide information on energy conservation programs.
- Promote energy conservation measures in new construction.
- Establish a voluntary code inspection program.
- Provide information on low-interest rehabilitation loan programs.
- Seek funds to maintain and upgrade public facilities in residential neighborhoods.
- Implement standards for public service levels in the General Plan.
- Implement impact fees to mitigate the impacts of development.
- Require fiscal and social impact studies for projects of more than 10 units.
- Maintain internal consistency of the General Plan.
- Prepare annual report on housing.

APPLICATION OF HOUSING ELEMENT PROGRAMS TO IDENTIFIED HOUSING NEED

The following tables estimate the housing need that can be met through 1997 using the programs described in the 1990-1997 Housing Element. The tables identify two scenarios-- Optimal Performance and Realistic Expectations. Because a great part of successful housing development depends on factors outside of the control of the community, it is wise to be poised to take advantage of opportunities as they arise, but also to be candid about the City's ability to bring programs to fruition, given existing resources and market conditions, within the time frame guiding this Element.

These charts deal with numbers. The analysis includes only programs where effects can be easily quantified. This Housing Element identifies many programs that will likely affect housing availability, affordability and quality in Brisbane within the 1990-1997 time frame, but they are not a part of these tables because they cannot be quantified easily on a unit by unit basis. Thus, one can be certain that a greater amount of need will be met than is reflected in either scenario.

Table 37.

Proportion of Brisbane's 1988-1995 Housing Need* Expected to be Met Through New Construction

	Very-low Income	Low Income	Moderate Income	Above- moderate Income	Total
ABAG 1988-1995 Total Housing Needs Determination--New Construction*					
Units	147	119	147	289	700
Percentage	21%	17%	21%	41%	100%
1988-March 1993 New Construction (Net Units)					
Units	0	0	2	36	38
1990-1997 Housing Element Optimal Scenario--New Construction					
Units	12	10	148	554	724
Percentage	2%	1%	20%	77%	100%
1990-1997 Housing Element Realistic Scenario--New Construction					
Units	0	8	88	417	513
Percentage	0%	2%	17%	81%	100%

*Note that ABAG has not extended its Housing Needs Determination to 1997.

Table 38.

**Proportion of Brisbane's 1988-1995 Housing Need*
Expected to be Met Through Assistance to Existing Units**

	Very-low Income	Low Income	Moderate Income	Above- moderate Income	Total
1990-1997 Housing Element Optimal Scenario--Assistance to Existing Units					
Units	101+/-	200+/-	42	8	351+/-
Percentage	29%	57%	12%	2%	100%
1990-1997 Housing Element Realistic Scenario--Assistance to Existing Units					
Units	101+/-	200+/-	42	8	351+/-
Percentage	29%	57%	12%	2%	100%

*Note that ABAG has not extended its Housing Needs Determination to 1997.

Under the "Optimal Scenario for New Construction" (Table 37), 724 units could be built 1990-1997 in Central Brisbane and the Northeast Ridge at permitted rates under current zoning (as of April 1994 and subject to change consistent with the 1994 General Plan) with the Housing Element's policies. This exceeds the 700 units determined by ABAG to be Brisbane's 1988-1995 housing need.

When these potential units are broken down by projected income level, the optimal scenario falls 244 units short of meeting ABAG's needs projections for the very-low income and low income levels.

California Government Code Section 65583(c)(1) states in part:

Where the inventory of sites...does not identify adequate sites to accommodate the need for groups of all household income levels..., the program shall provide for sufficient sites with zoning which permits owner-occupied and rental multifamily residential use by right, including density and development standards, which could accommodate and facilitate the feasibility of housing for very low and low-income households. For purposes of this paragraph, the phrase "use by right" shall mean the use does not require a conditional use permit, except when the proposed project is a mixed-use project involving both commercial and residential uses...

As indicated in Table 21, there is the capacity under the current zoning (as of April 1994 and subject to change consistent with the 1994 General Plan) to provide for 552 new units in multifamily developments of 3 or more units without the requirement of a Use Permit. Thus, the multifamily zoning capacity exists to potentially accommodate more than the identified shortfall of 244 units.

Further addressing this situation, Program H1a calls for the study of suitable sites for multi-family development. Potential areas for study are identified in Section II. Any new multi-family development should be at densities and development standards which could accommodate and facilitate the feasibility of housing for low and very-low income households as a use by right.

The following table breaks down by program the scenarios described in the preceding tables.

Table 39.

Units to be Produced/Assisted by 1990-1997 Housing Element Programs

Programs	Optimal	Realistic	Income Group
New Construction Programs			
Market Rate Development			
Northeast Ridge	479	382	Above-moderate
Central Brisbane Infill			
Single-family	75	38	Above-moderate
Duplex	10	2	Moderate
Multi-family	36	4	Moderate
Mortgage Assistance			
Northeast Ridge	100	80	Moderate
Secondary Units	8	8	Low
	2	2	Moderate
Inclusionary Units	1	0	Low
Density Bonus	1	0	Low
Senior Housing	12	0	Very-low
Assistance to Existing Units			
Single-family Rehabilitation	40	40	Moderate
	10	10	Low
Multi-family Rehabilitation	10	10	Low
	10	10	Very-low
Section 8 Rent Subsidy	5	5	Very-low
Shared Housing	5	5	Very-low

continued on following page

Table 39.
(continued from preceding page)

Units to be Produced/Assisted by 1990-1997 Housing Element Programs

Programs	Optimal	Realistic	Income Group
Mobilehome Park Preservation	63	63	Very-low
Rental Unit Condominium Conversion Controls & Reduced Restrictions on Residential Nonconformities	180+/-	180+/-	Low
	20+/-	20+/-	Very-low
Primary Units Assisted by Secondary Unit Approvals	8	8	Above-moderate
	2	2	Moderate

APPENDIX A.

PUBLIC PARTICIPATION

The public participation process for the 1990-1997 Housing Element has been extensive. Public involvement was sought at the outset during two public workshops and was actively encouraged during public hearings on the Draft Housing Element. Additional public input was provided through surveys and a town meeting.

The two Housing Element Update community workshops in May and June of 1990 were widely publicized through mailed notices to all City residents, property owners and residential/commercial occupants, as well as by posting notices in several locations in Brisbane including a 4x6 foot sign at the entrance to Central Brisbane.

The purpose of Community Workshop #1 was to elicit citizen input on housing issues in Brisbane. The workshop involved an overview of the Housing Element Update process and background information on State law requirements for Housing Elements, regional growth projections, and the Association of Bay Area Government's (ABAG's) "Housing Needs Determination" for Brisbane during 1988-1995, all presented by consultants to the City, Lisa Newman of Newman Planning Associates and Jeffery Baird of Jeffery Baird and Associates. Then community members spoke about their concerns related to housing. The discussion was recorded on a wall graphic and on written comment sheets that were collected at the end of the meeting. The comments were then summarized in a Summary Report which included a copy of the wall graphic prepared during the meeting.

Based on the comments made during the first workshop, the City's consultants prepared a "Working Paper" which provided background information related to the Housing Element Update, summarized Housing Element policies from the 1985 Housing Element, and included suggested policy options to address concerns raised at the first workshop. Community Workshop #2 consisted of discussion about the merits of old and new policies.

The draft Housing Element was considered at public hearings before the Planning Commission (January 7 and February 19, 1991) and City Council (March 11 & 25 and April 8, 1991) and was returned to City staff for additional revisions and updating to include the data available from the 1990 U.S. Census.

The revised draft Housing Element was reviewed in public hearings before the Planning Commission on January 6 & 21 and February 3, 1992, and before the City Council on April 27, 1992, at which time the public hearing was continued to a future meeting when the update of the 1980 General Plan, which was then also being undertaken, would be nearer completion.

As part of the General Plan update public participation process, a mail-in questionnaire survey of all registered voters was conducted in April of 1992. The purpose of the survey was to identify planning issues important to Brisbane's future. A return rate of 30% was achieved.

The results of the survey were made available in time for Have Your Say Day, an all-day town meeting held May 30, 1992. All Brisbane households, property owners, community groups and businesses were invited to attend, with over 200 persons participating in the event, which included facilitated group discussions of the future of all subareas of the city affected by the General Plan.

A second survey was conducted in February of 1993 regarding land use alternatives in those subareas where public consensus was not clear. This survey consisted of face-to-face interviews

of registered voters and business representatives. Response rates of 50.2% for voters and 48.9% for businesses were achieved.

At a June 14, 1993, City Council meeting, General Plan land use alternatives were considered. The data compiled in the surveys and at Have Your Say Day, along with public input presented at the meeting, were used by the City Council to establish the land use alternatives to be analyzed in the Environmental Impact Report (EIR) for the General Plan update.

The draft 1990-1995 Housing Element, revised in conjunction with the General Plan update, was made public along with the draft 1993 General Plan and EIR in September of 1993. Further revisions, including a change in the title, have been made in response to comments on the document. Public hearings on the draft 1990-1997 Housing Element are tentatively scheduled before the Planning Commission and City Council in May.

APPENDIX B.

CHECKLIST TO CONFIRM LACK OF AT-RISK UNITS PURSUANT TO GOVERNMENT CODE SECTION 65583(A)(8)

Jurisdiction City of Brisbane Date 9/2/93

1. HUD programs:

Section 8 Lower-Income Rental Assistance project-based programs:

- New Construction
- Substantial or Moderate Rehabilitation
- Property Disposition
- Loan Management Set-Aside

Section 101 Rent Supplements

Section 213 Cooperative Housing Insurance

Section 221(d)(3) Below-Market-Interest-Rate Mortgage Insurance Program

Section 236 Interest Reduction Payment Program

Section 202 Direct Loans for Elderly or Handicapped

there are no such units for our jurisdiction listed in the Inventory of Federally Subsidized Rental Units At Risk of Conversion, 1990 or subsequent updated information made available by HPD.

units for our jurisdiction in the above inventory are not at risk during the ten-year analysis period; no units are at risk until _____ (year).

2. Community Development Block Grant program (CDBG)

jurisdiction has not used CDBG funds

jurisdiction has not used CDBG funds for multifamily rental units

although CDBG funds have been used for multifamily rental rehabilitation, staff responsible for this program indicate there are no affected units because _____

3. Redevelopment programs

jurisdiction does not have a redevelopment agency

redevelopment funds have not been used on multifamily rental units; or

although redevelopment funds have been used for multifamily rental units, staff responsible for this program indicate there are no affected units because

 a) income-restrictions for occupancy were not required for existing units, or

 b) other reasons: _____

4. FmHA Section 515 Rural Rental Housing Loans

XXX jurisdiction has not been located in a qualifying rural FmHA area

 according to information made available by HPD, there are no such eligible projects reported by FmHA within the community or unincorporated area

 FmHA staff checked the status of _____ (name) _____ development(s) and reported that it is not eligible for prepayment or not eligible for prepayment within the ten-year analysis period.

5. State and local multifamily revenue bond programs

 no bond-financed units eligible to terminate affordability controls within the next ten years were reported in the following publication: 1990 Annual Summary: The Use of Housing Revenue Bond Proceeds, California Debt Advisory Commission, and

XXX local housing authority staff indicate there are no such units within the community.

6. Local in-lieu fee programs or inclusionary programs

 jurisdiction has not had an in-lieu fee or inclusionary program

XXX staff responsible for these programs indicate no affected units

7. Developments which obtained a density bonus and direct government assistance pursuant to Government Code Section 65916.

XXX jurisdiction has no projects approved pursuant to this law

 staff responsible for this program indicate no affected units

8. Additional comments related to any of the above:

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